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ABSTRACT

School-community partnerships are collaborations that, under optimal conditions, blend resources of at least one school and sometimes a group of schools or a school district with resources in a given neighborhood or the larger community. Such partnerships can weave together a large number of resources and strategies to enhance caring communities that support all youth and their families to enable success in school and beyond. This guidebook underscores the "why" of school-community partnerships as it highlights their nature and key dimensions. The state of the art across the country and in Los Angeles County, California, is described. Some recommendations are made for local school and community policymakers, and steps in building and maintaining school-community partnerships are outlined. Nine appendixes contain some specific examples of school-community partnerships in action and some tools for developing a partnership and mapping resources. Two resource aids are included: "Working with Others To Enhance Programs and Services" and "Agencies and Online Resources Relevant to School-Community Partnerships." (Contains 5 tables, 3 figures, and 135 references.) (SLD)

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A Guide to Thinking About School-Community Partnerships

Prepared by the Los Angeles County Planning Council's
School-Community Partnerships Committee with suuport from
the School Mental Health Project/Center for Mental Health in Schools at UCLA.

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A Guide to Thinking About School-Community Partnerships

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A Guide to Thinking About School-Community Partnerships

Executive Summary

Recent years have seen an escalating expansion in school-community linkages. Initiatives are sprouting in a rather dramatic and ad hoc manner.

These efforts could improve schools, strengthen neighborhoods, and lead to a marked reduction in young people's problems. Or, such "collaborations" can end up being another reform effort that promised a lot, did little good, and even did some harm. It is time to document and analyze what has developed and move forward with a renewed sense of purpose and direction.

This guidebook briefly

- underscores the "why" of school-community partnerships
- highlights their nature and key dimensions
- sketches out the state of the art across the country and in L.A. County
- offers some recommendations for local school and community policy makers
- discusses steps for building and maintaining school-community partnerships
- includes some tools for developing such partnerships.

Why School-Community Partnerships?

Increasingly, it is evident that schools and communities should work closely with each other to meet their mutual goals. Schools find they can provide more support for students, families, and staff when they are an integral and positive part of the community. Reciprocally, agencies can make services more accessible to youth and families by linking with schools, and they can connect better with and have an impact on hard-to-reach clients. The interest in working together is bolstered by concern about widespread fragmentation of school and community interventions. The hope is that by integrating available resources, a significant impact can be made on "at risk" factors. In particular, appropriate and effective collaboration and teaming are seen as key facets of addressing barriers to development, learning, and family self-sufficiency.

Policy makers must realize that, as important as it is to reform and restructure health and human services, such services remain only one facet of a comprehensive, cohesive approach for strengthening families and neighborhoods.

While informal school-community linkages are relatively simple to acquire, establishing major long-term connections is complicated. They require vision, cohesive policy, and basic systemic reform. The difficulties are readily seen in attempts to evolve a comprehensive, multifaceted, and integrated continuum of school-community interventions. Such a comprehensive continuum involves more than connecting with the community to enhance resources to support instruction, provide mentoring, and improve facilities. It involves more than school-linked, integrated services and activities. It requires weaving school and community resources together in ways that can only be achieved through connections that are formalized and institutionalized, with major responsibilities shared.

What are School-Community Partnerships?

School-community partnerships often are referred to as collaborations. Optimally, such partnerships formally blend together resources of at least one school and sometimes a group of schools or an entire school district with resources in a given neighborhood or the larger community. The intent is to sustain such partnerships over time. The range of entities in a community are not limited to agencies and organization; they encompass people, businesses, community based organizations, postsecondary institutions, religious and civic groups, programs at parks and libraries, and any other facilities that can be used for recreation, learning, enrichment, and support.

School-community partnerships can weave together a critical mass of resources and strategies to enhance caring communities that support all youth and their families and enable success at school and beyond. Strong school-community connections are critical in impoverished communities where schools often are the largest piece of public real estate and also may be the single largest employer. Comprehensive partnerships represent a promising direction for generating essential interventions to address barriers to learning, enhance healthy development, and strengthen families and neighborhoods. Building such partnerships requires an enlightened vision, creative leadership, and new and multifaceted roles for professionals who work in schools and communities, as well as for all who are willing to assume leadership.

In thinking about school-community partnerships, it is essential not to overemphasize the topics of coordinating community services and co-locating services on school sites. Such thinking downplays the need to also restructure the various education support programs and services that schools own and operate. And, it has led some policy makers to the mistaken impression that community resources can effectively meet the needs of schools in addressing barriers to learning. In turn, this has led some legislators to view the linking of community services to schools as a way to free-up the dollars underwriting school-owned services. The reality is that even when one adds together community and school assets, the total set of services in impoverished locales is woefully inadequate. In situation after situation, it has become evident that as soon as the first few sites demonstrating school-community collaboration are in place, community agencies find they have stretched their resources to the limit.

A Growing Movement

Projects across the country demonstrate how schools and communities connect to improve results for youngsters, families, and neighborhoods. Various levels and forms of school-community collaboration are being tested, including state-wide initiatives in California, Florida, Kentucky, Missouri, New Jersey, Ohio, and Oregon, among others. The aims are to improve coordination and eventually integrate many programs and enhance linkages with school sites. To these ends, projects incorporate as many health, mental health, and social services as feasible into "centers" (including school-based health centers, family and parent centers) established at or near a school. They adopt terms such as school-linked and coordinated services, wrap-around, one-stop shopping, full service schools, systems of care, and community schools. There are projects to (a) improve access to health and social services, (b) expand after school academic, recreation, and enrichment, (c) build systems of care, (d) reduce delinquency, (e) enhance transitions to work/career/post-secondary education, and (f) enhance life in school and community.

Such "experiments" have been prompted by diverse initiatives:

- some are driven by school reform
- some are connected to efforts to reformcommunity health and social service agencies
- some stem from the youth development movement
- a few arise from community development initiatives.

For example, initiatives for school-linked services often mesh with the emerging movement to enhance the infrastructure for youth development. This growing youth development movement encompasses concepts and practices aimed at promoting protective factors, asset-building, wellness, and empowerment. Included are (a) some full service school approaches, (b) efforts to establish "community schools," (c) programs to mobilize community and social capital, and (d) initiatives to build community policies and structures to enhance youth support, safety, recreation, work, service, and enrichment. This focus on community embraces a wide range of stakeholders, including families and community based and linked organizations such as public and private health and human service agencies, schools, businesses, youth and faith organizations, and so forth. In some cases, institutions for postsecondary learning also are involved, but the nature and scope of their participation varies greatly, as does the motivation for the involvement. Youth development initiatives expand intervention efforts beyond services and programs. They encourage a view of schools not only as community centers where families can easily access services, but also as hubs for community-wide learning and activity. Increased federal funding for after school programs at school sites enhances this view by expanding opportunities for recreation, enrichment, academic supports, and child care. Adult education and training at neighborhood school sites also help change the old view that schools close when the youngsters leave. Indeed, the concept of a "second shift" at school sites is beginning to spread in response to community needs.

No complete catalogue of school-community initiatives exists. Examples and analyses suggesting trends are summarized in this document. A reasonable inference from available data is that school-community collaborations can be successful and cost effective over the long-run. They not only improve service access, they encourage schools to open their doors and enhance opportunities for recreation, enrichment, remediation and family involvement. However, initiatives for enhancing school-community collaboration have focused too heavily on integrated school-linked services. In too many instances, school-linked services result only in co-locating agency staff on school campuses. As these activities proceed, a small number of youngsters receive services, but little connection is made with school staff and programs, and thus, the potential impact on academic performance is minimized.

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Recommendations to Enhance School-Community Partnerships

School-community partnerships must not be limited to linking services. Such partnerships must focus on using all resources in the most cost-effective manner to evolve the type of comprehensive, integrated approaches essential for addressing the complex needs of all youngsters, families, schools, and neighborhoods. This includes a blending of many public and private resources. To these ends, a high priority policy commitment at all levels is required that (a) supports the strategic development of comprehensive approaches by weaving together school and community resources, (b) sustains partnerships, and (c) generates renewal. In communities, the need is for better ways of connecting agency and other resources to each other and to schools. In schools, there is a need for restructuring to combine parallel efforts supported by general funds, compensatory and special education entitlement, safe and drug free school grants, and specially funded projects. In the process, efficiency and effectiveness can be achieved by connecting families of schools, such as high schools and their feeder schools.

School-community partnerships require a cohesive set of policies. Cohesive policy will only emerge if current policies are revisited to reduce redundancy and redeploy school and community resources that are used ineffectively. Policy must

- move existing *governance* toward shared decision making and appropriate degrees of local control and private sector involvement -- a key facet of this is guaranteeing roles and providing incentives, supports, and training for effective involvement of line staff, families, students, and other community members

- create *change teams and change agents* to carry out the daily activities of systemic change related to building essential support and redesigning processes to initiate, establish, and maintain changes over time

- delineate high level *leadership assignments* and underwrite essential *leadership/management training* re. vision for change, how to effect such changes, how to institutionalize the changes, and generate ongoing renewal

- establish institutionalized *mechanisms to manage and enhance resources* for school-community partnerships and related systems (focusing on analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening ongoing efforts)

- provide adequate funds for *capacity building* related to both accomplishing desired system changes and enhancing intervention quality over time -- a key facet of this is a major investment in staff recruitment and develop-ment using well-designed, and technologically sophisticated strategies for dealing with the problems of frequent turnover and diffusing information updates; another facet is an investment in technical assistance at all levels and for all aspects and stages of the work

- use a sophisticated approach to *accountability* that initially emphasizes data that can help develop effective approaches for collaboration in providing interventions and a results-oriented focus on short-term benchmarks and that evolves into evaluation of long-range indicators of impact. (Here, too, technologic-ally sophisticated and integrated management information systems are essential.)

Such a strengthened policy focus would allow personnel to build the continuum of interventions needed to make a significant impact in addressing the health, learning, and well being of all youngsters through strengthening youngsters, families, schools, and neighborhoods.

Guidelines and Strategies for Building and Maintaining School-Community Partnerships

Adopting a scale-up model. Establishing effective school-community partnerships involves major systemic restructuring. Moving beyond initial demonstrations requires policies and processes that ensure what often is called diffusion, replication, roll out, or scale-up. Too often, proposed systemic changes are not accompanied with the resources necessary to accomplish essential changes throughout a county or even a school-district. Common deficiencies include inadequate strategies for creating motivational readiness among a critical mass of stakeholders, assignment of change agents with relatively little specific training in facilitating large-scale systemic change, and scheduling unrealistically short time frames for building capacity to accomplish desired institutional changes. The process of scale-up requires its own framework of steps, the essence of which involves establishing mechanisms to address key phases, tasks, and processes for systemic change. These are described in Appendix E of this document. Fourteen steps for moving school-community partnerships from projects to wide-spread practice are outlined.

Building from localities outward. From a decentralized perspective and to maintain the focus on evolving a comprehensive continuum of programs/services that plays out in an effective manner in *every locality*, it is a good idea to conceive the process from localities outward. That is, first the focus is on mechanisms at the school-neighborhood level. Then, based on analyses of what is needed to facilitate and enhance efforts at a locality, mechanisms are conceived that enable several school-neighborhood collaborations to work together to increase efficiency and effectiveness and achieve economies of scale. Then, system-wide mechanisms can be (re)designed to provide support for what each locality is trying to develop.

Building capacity. An infrastructure of organizational and operational mechanisms at all levels are required for oversight, leadership, resource development, and ongoing support. With each of these functions in mind, specific mechanisms and their interrelationship with each other and with Service Planning Areas Councils are explored. Key mechanisms include change agents, administrative and staff leads, resource-oriented teams and councils, board of education subcommittees, and so forth. The proposed infrastructure provides ways to (a) arrive at decisions about resource allocation, (b) maximize systematic and integrated planning, implementation, maintenance, and evaluation of enabling activity, (c) outreach to create formal working relationships with community resources to bring some to a school and establish special linkages with others, and (d) upgrade and modernize the component to reflect the best intervention thinking and use of technology. At each level, these tasks require that staff adopt some new roles and functions and that parents, students, and other representatives from the community enhance their involvement. They also call for redeployment of existing resources, as well as finding new ones. (Appendices provide tools and resource to aid in capacity building.)

A Guide to Thinking About School-Community Partnerships

One of the most important, cross-cutting social policy perspectives to emerge in recent years is an awareness that no single institution can create all the conditions that young people need to flourish, not only in schools but in their careers and as parents.
Melaville & Blank, 1998

Families have always provided a direct connection between school and community. Recent years have seen an escalating expansion in school-community linkages. Initiatives have sprouted in a rather dramatic and ad hoc manner. It is time to clarify a big picture, document and analyze what has developed, and move forward with a renewed sense of purpose and direction. This guidebook briefly (a) underscores the "why" of school-community partnerships, (b) highlights their nature and key dimensions, (c) sketches out the state of the art across the country and in L.A. County, (d) offers some recommendations for local school and community policy makers, (e) discusses steps for building and maintaining school-community partnerships, and (f) includes some tools for developing such partnerships.

Note: A great many references have been drawn upon in preparing this guide. These are included in a special reference section. Individual citations in the text are made only to credit sources for specific concepts, quotes, and materials.

Why School-Community Partnerships?

To enhance effectiveness

Increasingly, it is becoming evident that schools and communities should work closely with each other to meet their mutual goals. With respect to addressing barriers to development and learning and promoting healthy development, schools are finding they can do their job better when they are an integral and positive part of the community. Indeed, for many schools to succeed with their educational mission, they must have the support of community resources such as family members, neighborhood leaders, business groups, religious institutions, public and private agencies, libraries, parks and recreation, community-based organizations, civic groups, local government. Reciprocally, many community agencies can do their job better by working closely with schools. On a broader scale, many communities need schools to play a key role in strengthening families and neighborhoods.

For schools and other public and private agencies to be seen as integral parts of the community, steps must be taken to create and maintain various forms of collaboration. Greater volunteerism on the part of parents and others from the community can break down barriers and help increase home and community involvement in schools. Agencies can make services more accessible by linking with schools and enhance effectiveness by integrating with school programs. Clearly, appropriate and effective collaboration and teaming are key facets of addressing barriers to development, learning, and family self-sufficiency.

To provide a comprehensive, multifaceted, and integrated continuum of interventions

While informal school-community linkages are relatively simple to acquire, establishing major long-term connections is complicated. They require vision, cohesive policy, and basic systemic reforms. The complications are readily seen in efforts to evolve a comprehensive, multifaceted, and integrated continuum of school-community interventions. Such a comprehensive continuum involves more than connecting with the community to enhance resources to support instruction, provide mentoring, and improve facilities. It involves more than establishing school-linked,

integrated health and human services, and recreation and enrichment activities.. It requires comprehensive, multifaceted strategies that can only be achieved through school-community connections that are formalized and institutionalized, with major responsibilities shared. (For an example, see Appendix A.)

To support *all* youth & families.

Strong school-community connections are especially critical in impoverished communities where schools often are the largest piece of public real estate and also may be the single largest employer. As such they are indispensable to efforts designed to strengthen families and neighborhoods. Comprehensive school-community partner-ships allow all stakeholders to broaden resources and strategies to enhance caring communities that support all youth and their families and enable success at school and beyond.

Comprehensive school-community partnerships represent a promising direction for efforts to generate essential interventions to address barriers to learning, enhance healthy development, and strengthen families and neighborhoods. Building such partnerships calls for an enlightened vision, creative leadership, and new and multifaceted roles for professionals who work in schools and communities, as well as for all who are willing to assume leadership.

Hawaii's *Healthy Children Healthy Communities Model* stresses the importance using school-community partnerships to develop a systemic approach, comprehensive, multifaceted approach. They note: "A systemic approach recognizes that no one program, no matter how well designed it is, will work for all participants." Their model, "which is comprehensive in nature, goes an important step beyond assuming that a process which has been developed is systemic simply because it has a comprehensive foundation. The interactions between essential environments (e.g., culture, community, school, family, peers) need to be in sync, understood, and explained in how they are coherently pushing in the same direction for desired wellness outcomes. A systemic approach is fluid, dynamic, interactive -- a cohesive process supporting outcome for a shared vision. Key components offer:

* **comprehensive integration** of all the essential strategies, activities, and environments of school, community, family, students, and peers;
* **prevention** rather than crisis orientation by offering young people support and opportunities for growth;
* **collaborative partnerships** between policymakers, departmental managers, schools, community health and social agencies, businesses, media, church groups, university and colleges, police, court, and youth groups; and
* **local decision-making** empowering communities to produce change for youth by recognizing and solving their own problems and practicing an assets-based approach in program development.

What are School-Community Partnerships?

Definitions

One recent resource defines a school-community partnership as:

> *An intentional effort to create and sustain relationships among a K-12 school or school district and a variety of both formal and informal organizations and institutions in the community* (Melaville & Blank, 1998).

For purposes of this guide, the *school* side of the partnership can be expanded to include pre-k and post secondary institutions.

Defining the *community* facet is a bit more difficult. People often feel they belong to a variety of overlapping communities -- some of which reflect geographic boundaries and others that reflect group associations. For purposes of this guide, the concept of community can be expanded to encompass the entire range of *resources* (e.g., all stakeholders, agencies and organizations, facilities, and other resources -- youth, families, businesses, school sites, community based organizations, civic groups, religious groups, health and human service agencies, parks, libraries, and other possibilities for recreation and enrichment).

The term partnership also may be confusing in practice. Legally, it implies a formal, contractual relationship to pursue a common purpose, with each partner's decision-making roles and financial considerations clearly spelled out. For purposes of this guide, the term partnerships is used loosely to encompass various forms of temporary or permanent structured connections among schools and community resources. Distinctions will be made among those that connect for purposes of communication and cooperation, those that focus on coordinating activity, those concerned with integrating overlapping activity, and those attempting to weave their responsibilities and resources together by forming a unified entity. Distinctions will also be made about the degree of formality and the breadth of the relationships.

As should be evident, these definitions are purposefully broad to encourage "break-the-mold" thinking about possible school-community connections. Partnerships may be established to enhance programs by increasing availability and access and filling gaps. The partnership may involve use of school or neighborhood facilities and equipment; sharing other resources; collaborative fund raising and grant applications; shared underwriting of some activity; volunteer assistance; pro bono services, mentoring, and training from professionals and others with special expertise; information sharing and dissemination; networking; recognition and public relations; mutual support; shared responsibility for planning, implementation, and evaluation of programs and services; building and maintaining infrastructure; expanding opportunities for assistance; community service, internships, jobs, recreation, enrichment; enhancing safety; shared celebrations; building a sense of community.*

*School-community partnerships are often referred to as collaborations. There are an increasing number of meetings among various groups of collaborators. Sid Gardner has cautioned that, rather than working out true partnerships, there is a danger that people will just sit around engaging in "collabo-babble." Years ago, former Surgeon General Jocelyn Elders cited the cheek-in-tongue definition of collaboration as "an unnatural act between non-consenting adults." She went on to say: "We all say we want to collaborate, but what we really mean is that we want to continue doing things as we have always done them while others change to fit what we are doing."

Dimensions and Characteristics

Because school-community partnerships differ from each other, it is important to be able to distinguish among them. An appreciation of key dimensions helps in this respect. Although there are many characteristics that differentiate school-community collaborations, those outlined in Table 1 will suffice to identify key similarities and differences.

Table 1

Key Dimensions Relevant to School-Community Collaborative Arrangements

I. Initiation

A. School-led

B. Community-driven

II. Nature of Collaboration

A. formal
- memorandum of understanding
- contract
- organizational/operational mechanisms

B. Informal
- verbal agreements
- ad hoc arrangements

III. Focus

A. Improvement of program and service provision
- for enhancing case management
- for enhancing use of resources

B. Major systemic reform
- to enhance coordination
- for organizational restructuring
- for transforming system structure and function

IV. Scope of Collaboration

A. Number of programs and services involved (from just a few -- up to a comprehensive, multifaceted continuum)

B. Horizontal collaboration
- within a school/agency
- among schools/agencies

C. Vertical collaboration
- within a catchment area (e.g., school and community agency, family of schools, two or more agencies)
- among different levels of jurisdictions (e.g., community, city, county, state, federal)

V. Scope of Potential Impact

A. Narrow-band -- a small proportion of youth and families can access what they need

B. Broad-band -- all in need can access what they need

VI. Ownership & Governance of Programs and Services

A. Owned & governed by school

B. Owned & governed by community

C. Shared ownership & governance

D. Public-private venture -- shared ownership & governance

VII. Location of Programs and Services

A. Community-based, school-linked

B. School-based

VIII. Degree of Cohesiveness among Multiple Interventions Serving the Same Student/Family

A. Unconnected

B. Communicating

C. Cooperating

D. Coordinated

E. Integrated

Figure 1A. Framework outlining areas for school-community collaborations.

	Health (physical, mental)	Education (regular/special trad./alternative)	Social Services	Work/ Career	Enrichment/ Recreation	Juvenile Justice	Neighborhood/ Comm. Improvement
Prevention							
Early-After-Onset Intervention							
Treatment of Chronic & Severe Problems							

Level of Initiatives: National (federal/private), State-wide, Local, School/neighborhood

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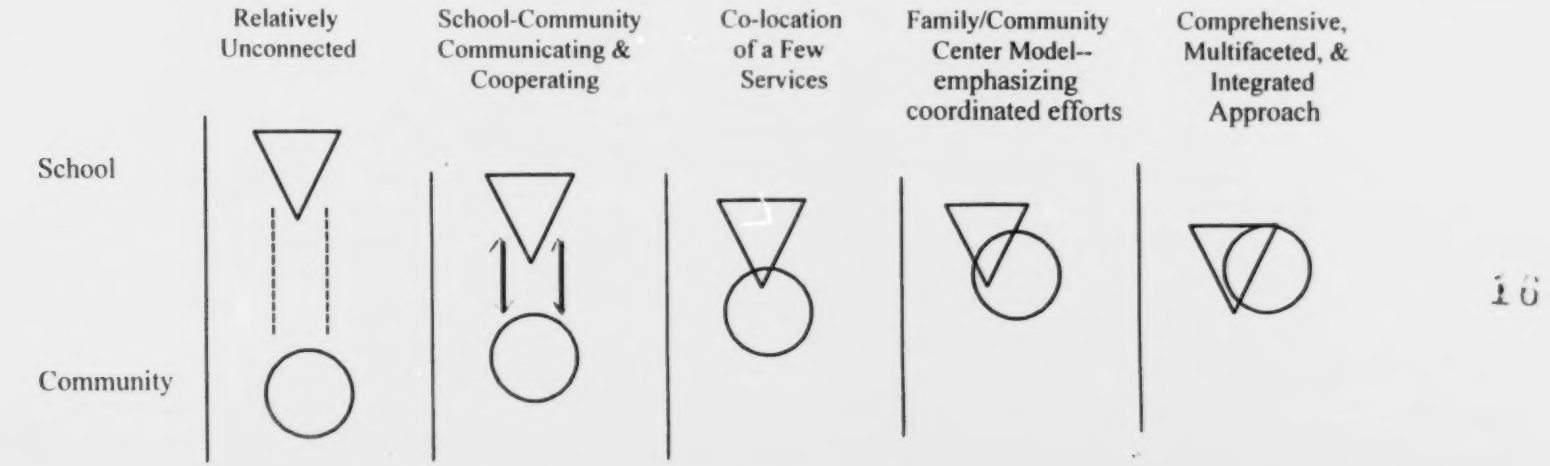
Figure 1B. Nature and scope of collaboration.



Principles

Those who create school-community partnerships subscribe to certain principles.

In synthesizing "key principles for effective frontline practice," Kinney, Strand, Hagerup, and Bruner (1994) caution that care must be taken not to let important principles simply become *the rhetoric of reform, buzzwords that are subject to critique as too fuzzy to have real meaning or impact . . . a mantra . . . that risks being drowned in its own generality.*

Below and on the following page are some basic tenets and guidelines that are useful referents in thinking about school-community partnerships and the many interventions they encompass. With the above caution in mind, it is helpful to review the ensuing lists. They are offered simply to provide a sense of the philosophy guiding efforts to address barriers to development and learning, promote healthy development, and strengthen families and neighborhoods.

As guidelines, Kinney et al (1994) stress:

- *a focus on improving systems, as well as helping individuals*
- *a full continuum of interventions*
- *activity clustered into coherent areas*
- *comprehensiveness*
- *integrated/cohesive programs*
- *systematic planning, implementation, and evaluation*
- *operational flexibility and responsiveness*
- *cross disciplinary involvements*
- *deemphasis of categorical programs*
- *school-community collaborations*
- *high standards-expectations-status*
- *blending of theory and practice*

Interventions that are:

- *family-centered, holistic, and developmentally appropriate*
- *consumer-oriented, user friendly, and that ask consumers to contribute*
- *tailored to fit sites and individuals*

Interventions that:

- *are self-renewing*
- *embody social justice/equity*
- *account for diversity*
- *show respect and appreciation for all parties*
- *ensure partnerships in decision making/shared governance*
- *build on strengths*
- *have clarity of desired outcomes*
- *incorporate accountability*

(cont on next page)

The following list reflects guidelines widely advocated by leaders for systemic reforms who want to evolve a comprehensive, multifaceted, and integrated continuum of interventions.

An infrastructure must be designed to ensure development of a continuum that

- includes a focus on prevention (including promotion of wellness), early-age and early-after-onset interventions, and treatment for chronic problems,
- is comprehensive (e.g., extensive and intensive enough to meet major needs)
- is coordinated-integrated (e.g., ensures collaboration, shared responsibility, and case management to minimize negative aspects of bureaucratic and professional boundaries),
- is made accessible to all (including those at greatest risk and hardest-to-reach),
- is of the same high quality for all,
- is user friendly, flexibly implemented, and responsive,
- is guided by a commitment to social justice (equity) and to creating a sense of community,
- uses the strengths and vital resources of all stakeholders to facilitate development of themselves, each other, the school, and the community,
- is designed to improve systems and to help individuals, groups, and families and other caretakers,
- deals with the child holistically and developmentally, as an individual and as part of a family, and with the family and other caretakers as part of a neighborhood and community (e.g., works with multigenerations and collaborates with family members, other caretakers, and the community),
- is tailored to fit distinctive needs and resources and to account for diversity,
- is tailored to use interventions that are no more intrusive than is necessary in meeting needs (e.g., least restrictive environment)
- facilitates continuing intellectual, physical, emotional and social development, and the general well being of the young, their families, schools, communities, and society,
- is staffed by stakeholders who have the time, training, skills and institutional and collegial support necessary to create an accepting environment and build relationships of mutual trust, respect, and equality,
- is staffed by stakeholders who believe in what they are doing,
- is planned, implemented, evaluated, and evolved by highly competent, energetic, committed and responsible stakeholders.

Furthermore, infrastructure procedures should be designed to

- ensure there are incentives (including safeguards) and resources for reform,
- link and weave together resources owned by schools and other public and private community entities,
- interweave all efforts to (a) facilitate development and learning, (b) manage and govern resources, and (c) address barriers to learning,
- encourage all stakeholders to advocate for, strengthen, and elevate the status of young people and their families, schools, and communities,
- provide continuing education and cross-training for all stakeholders,
- provide quality improvement and self-renewal,
- demonstrate accountability (cost-effectiveness and efficiency) through quality improvement evaluations designed to lead naturally to performance-based evaluations.

State of the Art

School and community agency personnel long have understood that if schools and their surrounding neighborhoods are to function well and youth are to develop and learn effectively, a variety of facilitative steps must be taken and interfering factors must be addressed. All across the country, there are demonstrations of how schools and communities connect to improve results for youngsters, families, and neighborhoods.

A growing movement across the country

Various levels and forms of school-community collaboration are being tested, including state-wide initiatives in California, Florida, Kentucky, Missouri, New Jersey, Ohio, and Oregon, among others. The aim of such initiatives is to improve coordination and eventually integrate many programs and enhance their linkages to school sites. To these ends, major demonstration projects across the country are incorporating as many health, mental health, and social services as feasible into "Centers" (including school-based health centers, family centers, parent centers) established at or near a school and are adopting terms such as school- linked services, coordinated services, wrap-around services, one-stop shopping, full service schools, systems of care, and community schools.

One sees projects focused on (a) improving access to health (e.g., immunizations, substance abuse programs, asthma care, pregnancy prevention) and social services (e.g., foster care, family preservation, child care), (b) expanding after school academic, recreation, and enrichment programs (e.g, tutoring, youth sports and clubs, art, music, museum and library programs) (c) building wrap around services and systems of care for special populations (e.g., case management and specialized assistance), (d) reducing delinquency (truancy prevention, conflict mediation, violence prevention), (e) transition to work/career/postsecondary education (mentoring, internships, career academies, job placement), and (f) school and community improvement (e.g., adopt-a-school, volunteers and peer programs, neighborhood coalitions). Such "experiments" have been prompted by diverse initiatives:

- some are driven by school reform
- some are connected to efforts to reform community health and social service agencies
- some stem from the youth development movement
- a few arise form community development initiatives.

Schools as hubs

For example, some initiatives for school-linked services* have meshed with the emerging movement to expand community strategies and enhance the infrastructure for youth development. This growing youth development movement encompasses a range of concepts and practices aimed at promoting protective factors, asset-building, wellness, and empowerment. Included are (a) some of the full service school approaches, (b) efforts to establish "community schools," (c) programs for community and social capital mobilization, and (d) initiatives to build community policies and structures to enhance youth support, safety, recreation, work, service, and enrichment. This focus on community embraces a wide range of stakeholders, including families and community based and linked organizations such as public and private health and human service agencies, schools, businesses, youth and faith organizations, and so forth. In some cases, institutions for postsecondary learning also are involved, but the nature and scope of participation varies greatly, as does the motivation for the involvement. Youth development initiatives clearly expand intervention efforts beyond services and programs. They encourage a view of schools not only as community centers where families can easily access services, but also as hubs for community-wide learning and activity. Increased federal funding for after school programs at school sites is enhancing this view by expanding opportunities for recreation, enrichment, academic supports, and child care. Adult education and training at school sites also help change the old view that schools close when the youngsters leave. Indeed, the concept of a "second shift" at school sites is beginning to spread in response to community needs.

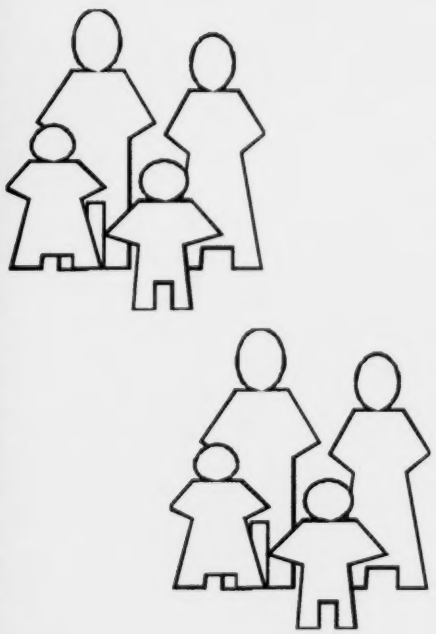
Enhanced support, access, & impact

Interest in school-community collaborations is growing at an exponential rate. For schools, such partnerships are seen as one way to provide more support for schools, students, and families. For agencies, connection with schools is seen as providing better access to families and youth and thus as providing an opportunity to reach and have an impact on hard-to-reach clients. The interest in school-community collaboration is bolstered by the renewed concern for countering widespread fragmentation of school and community interventions. The hope is that by integrating available resources, a significant impact can be made on "at risk" factors.

* In practice, the terms school-*linked* and school-*based* encompass two separate dimensions: (a) where programs/services are *located* and (b) who *owns* them. Taken literally, school-based should indicate activity carried out on a campus, and school-linked should refer to off-campus activity with formal connections to a school site. In either case, services may be owned by schools or a community based organization or in some cases may be co-owned. As commonly used, the term school-linked refers to community owned on- and off-campus services and is strongly associated with the notion of coordinated services.

There is no complete catalogue of school-community initiatives. A sampling of types of activity and analyses suggesting trends can be found in various works. A few conclusions from several resources follow.

"The range of services provided and the variety of approaches to school-linked services are broad, reflecting the diversity of needs and resources in each community."
Hardiman, Curcio, & Fortune (1998)



Concern about the fragmented way *community* health and human services are planned and implemented has led to renewal of the 1960s human service integration movement. The hope of this movement is to better meet the needs of those served and use existing resources to serve greater numbers. To these ends, there is considerable interest in developing strong relationships between school sites and public and private community agencies. In analyzing school-linked service initiatives, Franklin and Streeter (1995) group them as -- informal, coordinated, partnerships, collaborations, and integrated services. These categories are seen as differing in terms of the degree of system change required. As would be anticipated, most initial efforts focus on developing informal relationships and beginning to coordinate services. A recent nation-wide survey of school board members reported by Hardiman, Curcio, & Fortune (1998) indicates widespread presence of school-linked programs and services in school districts. For purposes of the survey, school-linked services were defined as "the coordinated linking of school and community resources to support the needs of school-aged children and their families." The researchers conclude: "The range of services provided and the variety of approaches to school-linked services are broad, reflecting the diversity of needs and resources in each community." They are used to varying degrees to address various educational, psychological, health, and social concerns, including substance abuse, job training, teen pregnancy, juvenile probation, child and family welfare, and housing. For example, and not surprisingly, the majority of schools report using school-linked resources as part of their efforts to deal with substance abuse; far fewer report such involvement with respect to family welfare and housing. Most of this activity reflects collaboration with agencies at local and state levels. Respondents indicate that these collaborations operate under a variety of arrangements: "legislative mandates, state-level task forces and commissions, formal agreements with other state agencies, formal and informal agreements with local government agencies, in-kind (nonmonetary) support of local government and nongovernment agencies, formal and informal referral network, and the school

administrator's prerogative." About half the respondents note that their districts have no policies governing school-linked services.*

Schorr (1997) approaches the topic from the perspective of strengthening families and neighborhoods and describes a variety of promising community and school partnerships (see examples in Appendix B). Based on her analysis of such programs, she concludes that a synthesis is emerging that "rejects addressing poverty, welfare, employment, education, child development, housing, and crime one at a time. It endorses the idea that the multiple and interrelated problems . . . require multiple and interrelated solutions."

"multiple and interrelated problems . . . require multiple and interrelated solutions"

Schorr (1997)

Melaville and Blank (1998) surveyed a sample of 20 school-community initiatives (see Appendix C). They conclude that the number of school-community initiatives is skyrocketing; the diversity across initiatives in terms of design, management, and funding arrangements is dizzying and daunting. Based on their analysis, they suggest (1) the initiatives are moving toward blended and integrated purposes and activity and (2) the activities are predominantly school-based and the education sector plays "a significant role in the creation and, particularly, management of these initiatives" and there is a clear trend "toward much greater community involvement in all aspects" of such initiatives -- especially in decision making at both the community and site levels. (p. 100) They also stress that "the ability of school-community initiatives to strengthen school functioning develops incrementally," with the first impact seen

"the ability of school-community initiatives to strengthen school functioning develops incrementally"

Melaville & Blank (1998)

*As the notion of school-community collaboration spreads, the terms services and programs are used interchangeably and the adjective comprehensive often is appended. This leads to confusion, especially since addressing a full range of factors affecting young people's development and learning requires going beyond *services* to utilize an extensive continuum of programmatic interventions. Services themselves should be differentiated to distinguish between narrow-band, personal/clinical services and broad-band, public health and social services. Furthermore, although services can be provided as part of a program, not all are. For example, counseling to ameliorate a mental health problem can be offered on an ad hoc basis or may be one element of a multifaceted program to facilitate healthy social and emotional development. Pervasive and severe psychosocial problems, such as substance abuse, teen pregnancy, physical and sexual abuse, gang violence, and delinquency, require multifaceted, programmatic interventions. Besides providing services to correct existing problems, such interventions encompass primary prevention (e.g., public health programs that target groups seen as "at risk") and a broad range of open enrollment didactic, enrichment, and recreation programs. Differentiating services and programs and taking care in using the term comprehensive can help mediate against tendencies to limit the range of interventions and underscores the breadth of activity requiring coordination and integration.

in improved school climate. (p.100) With respect to sustainability, their findings support the need for stable leadership and long-term financing. Finally, they note

> *The still moving field of school-community initiatives is rich in its variations. But it is a variation born in state and local inventiveness, rather than reflective of irreconcilable differences or fundamental conflict. Even though communication among school-community initiatives is neither easy nor ongoing, the findings in this study suggest they are all moving toward an interlocking set of principles. An accent on development cuts across them all. These principles demonstrate the extent to which boundaries separating major approaches to school-community initiatives have blurred and been transformed. More importantly, they point to a strong sense of direction and shared purpose within the field.* (p. 101)

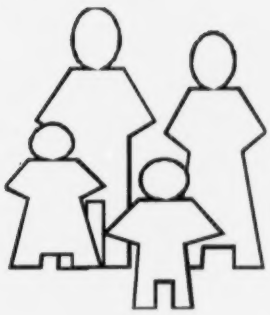
too little thought has been given to the importance of connecting community programs with existing school operated support programs

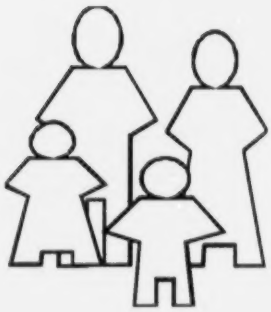
Findings from the work of the Center for Mental Health in Schools (e.g., 1996;1997) are in considerable agreement with the above. However, this work also stresses that the majority of school and community programs and services function in relative isolation of each other. Most school and community interventions continue to focus on discrete problems and specialized services for individuals and small groups. Moreover, because the primary emphasis is on restructuring community programs and co-locating some services on school sites, a new form of fragmentation is emerging as community and school professionals engage in a form of parallel play at school sites. It appears that too little thought has been given to the importance of *connecting* community programs with existing school operated support programs.*

* Ironically, while initiatives to integrate health and human services are meant to reduce fragmentation (with the intent of enhancing outcomes), in many cases fragmentation is compounded because these initiatives focus mostly on *linking* community services to schools. As a result, when community agencies collocate personnel at schools, such personnel tend to operate in relative isolation of existing school programs and services. Little attention is paid to developing effective mechanisms for coordinating complementary activity or integrating parallel efforts. Consequently, a youngster identified as at risk for dropout, suicide, and substance abuse may be involved in three counseling programs operating independently of each other. Related to all this has been a rise in tension between school district service personnel and their counterparts in community based organizations. When "outside" professionals are brought in, school specialists often view it as discounting their skills and threatening their jobs. The "outsiders" often feel unappreciated and may be rather naive about the culture of schools. Conflicts arise over "turf," use of space, confidentiality, and liability.

The fragmentation is worsened by the failure of policymakers at all levels to recognize the need to reform and restructure the work of school and community professionals who are in positions to address barriers and facilitate development and learning. For example, the prevailing approach among school reformers is to concentrate almost exclusively on improving instruction and management of schools. This is not to say they are unaware of the many barriers to learning. They simply don't spend much time developing effective ways to deal with such matters. They mainly talk about "school-linked integrated services" -- apparently in the belief that a few health and social services will do the trick. The reality is that prevailing approaches to reform continue to marginalize all efforts designed to address barriers to development and learning. As a result, little is known about effective processes and mechanisms for building school-community connections to prevent and ameliorate youngsters' learning, behavior, emotional, and health problems. The situation is unlikely to improve as long as so little attention is paid to restructuring what schools and communities already do to deal with psychosocial and health problems and promote healthy development. And a key facet of all this is the need to develop models to guide development of productive school-community partnerships.

A reasonable inference from available data is that school-community collaborations can be successful and cost effective over the long-run. They not only improve access to services, they seem to encourage schools to open their doors in ways that enhance recreational, enrichment, and remedial opportunities and family involvement.





The Data Suggest School-Community Collaborations Can Work, But . . .

We all know that public schools and community agencies are under constant attack because of poor outcomes. We know that some reforms are promising but, in some settings, appear not to be sufficient for doing the assigned job. As new ideas emerge for doing the job better, policy makers and practitioners are caught in a conundrum. They must do something more, but they don't have the money or time to do all that is recommended by various experts.

A nice way out of the conundrum would be a policy of only adopting proven practices. The problem is that too many potentially important reforms have not yet been tried. This is especially the case with ideas related to comprehensive systemic restructuring. And so asking for proof is putting the cart before the horse. The best that can be done is to look at available evidence to see how effective current programs are. Because of the categorical and fragmented way in which the programs have been implemented, the major source of data comes from evaluations of special projects. A reasonable inference from available evidence is that school-community collaborations can be successful and cost effective over the long-run. By placing staff at schools, community agencies enable easier access for students and families -- especially in areas with underserved and hard to reach populations. Such efforts not only provide services, they seem to encourage schools to open their doors in ways that enhance family involvement. Analyses suggest better outcomes are associated with empowering children and families, as well as with having the capability to address diverse constituencies and contexts. Families using school-based centers are described as becoming interested in contributing to school and community by providing social support networks for new students and families, teaching each other coping skills, participating in school governance, helping create a psychological sense of community, and so forth. Another outcome of school-community collaborations is the impact on models for reform and restructuring.*

However, because the interventions and evaluations have been extremely limited in nature and scope, so are the results. Comprehensive approaches have not been evaluated, and meta-analyses have been conducted in only a few areas. Moreover, when successful demonstration projects are scaled-up and carried out under the constraints imposed by extremely limited resources, the interventions usually are watered-down, leading to poorer results. In this respect, Schorr's (1997) cogent analysis is worth noting: "If we are to move beyond discovering one isolated success after another, only to abandon it, dilute it, or dismember it before it can reach more than a few, we must identify the forces that make it so hard for a success to survive." She then goes on to suggest the following seven attributes of highly effective programs. (1) They are comprehensive, flexible, responsive, and persevering. (2) They see children in the context of their families. (3) They deal with families as parts of neighborhoods and communities. (4) They have a long-term, preventive orientation, a clear mission, and continue to evolve over time. (5) They are well managed by competent and committed individuals with clearly identifiable skills. (6) Their staffs are trained and supported to provide high-quality, responsive services. (7) They operate in settings that encourage practitioners to build strong relationships based on mutual trust and respect.

*For example, see Allensworth, Wyche, Lawson, & Nicholson (1997), Brewer, Hawkins, Catalano, & Neckerman (1995), Carnegie Council on Adolescent Development (1988), Durlak & Wells (1997), Dryfoos (1994, 1998), Gottfredson (1997), Hoagwood & Erwin (1997), Knapp (1995), Schorr (1988, 1998), SRI (1996), U.S. Department of Health and Human Services (1994), U.S. General Accounting Office (1993), Weissberg, Gullotta, Hamptom, Ryan, & Adams (1997), White & Wehlage (1995).

Except from: ***New Approaches to Evaluating Community Initiatives: Volume 2, Theory, Measurement, and Analysis***.(1998). Edited by K. Fulbright-Anderson, A.C. Kubisch, and J.P. Connell (Eds.)

In the closing article of this work, Robert Granger concludes:

This paper has echoed much of what others have said about program evaluation research in the past thirty years. The advice, that is, is to use theory as a guide, mix methods, seek patterns that corroborate each other (both within and across studies), and creatively combine various designs. None of this will surprise applied social scientists, nor will it be particularly reassuring to those who call for redefining the standards of proof or discarding questions about effects. In short, the recommendation is to do the conventional work better, recognizing that CCI (Comprehensive Community Initiatives) evaluation is helped in many ways by a theory-based approach.

This analysis suggests that a theory of change approach can assist in making causal inferences, regardless of an evaluation's immediate purpose. It is easier to document problems when a clear theory is available that will direct the baseline analysis and help a community design a CCI that can cause change. Program refinement demands causal analyses that can help decision makers allocate start-up resources, and these decision makers will be assisted by thinking through the links between strategies and early outcomes. Summative program assessment demands strong counterfactuals (the stakes regarding misjudgments are high at this stage), multiple measures of effects, and strong theory to lead the search for confirming patterns in those effects. Finally, generalizability to other persons, places, and times requires a theory to help us make and investigate such generalizations. All this seems especially true with CCIs, given their extreme complexity.

The main caution for the CCI community (including funders) is that a premature push for "effects" studies is likely to be very unsatisfying. Too much time will be spent gathering too much data that will not get synthesized across efforts. In contrast, funding of CCIs should rest on the *prima facie* merit of their activities at the present time. Funders should encourage mixed-inquiry techniques, theory building, and cross-site communication so the field can aggregate useful information over time.

The contents of this edited volume are as follows:

Evaluating Community Initiatives: A Progress Report (A.C. Kubisch, K. Fulbright-Anderson, & J.R. Connell)

A Theory of Change Approach to Evaluation

Applying a Theory of Change Approach to the Evaluation of Comprehensive Community Initiatives: Progress, Prospects, and Problems (James R Connell and Anne C Kubisch)

Implementing a Theory of Change Evaluation in the Cleveland Community-Building Initiative: A Case Study (Sharon Milligan, Claudia Coulton, Peter York, and Ronald Register)

Reflections from Evaluation Practitioners

The Virtue of Specificity in Theory of Change Evaluation (Susan Philliber)

Shaping the Evaluator's Role in a Theory of Change Evaluation (Prudence Brown)

Using a Theory of Change Approach in a National Evaluation of Family Support Programs (S.L. Kagan)

Applying the Theory of Change Approach to Two National, Multisite Comprehensive Community Initiatives (Scott Hebert and Andrea Anderson)

Issues in Measurement and Analysis

Challenges of Measurement in Community Change Initiatives (Michelle Alberti Gambone)

Measuring Comprehensive Community Initiative Outcomes Using Data Available for Small Areas (Claudia Coulton and Robinson Hollister)

Establishing Causality in Evaluations of Comprehensive Community Initiatives (Robert C. Granger)

A growing movement in Los Angeles County

Turning to the local scene, Table 2 represents a work-in-progress sketching out major school-community initiatives in Los Angeles County. These are categorized in terms of initiatives to enhance (a) the capabilities of schools for meeting their educational mission, (b) agency linkages with school sites, (c) youth development, and (d) community improvement and development. In addition, Table 3 highlights the types of collaborative arrangements made by Healthy Start projects. (Also see Appendix D for a few profiles of major initiatives.)

Although Tables 2 and 3 provide a wide variety of examples, it is important to keep in mind that most schools have developed only a few linkages, and most of these are limited in nature and scope. What is evident from analyses of the many school-community connections in Los Angeles County is that

- the possibilities for developing school-community partnerships are great, as are the potential benefits
- the creation by the County of Service Planning Area Councils could be instrumental in supporting the movement for school-community partnerships.

However:

- even when the collaboration is at the district level, most of current connections are limited to a small proportion of schools and to a small proportion of students in the participating schools
- most of the connections are informal ones
- most of the initiatives are formulated as special projects and are marginalized in daily operation
- many of the organizational and operational mechanisms put in place for specific collaborations are temporary in nature
- a policy structure to move such collaborations from projects to institutionalized practice has not been developed and thus sustainability is a major concern
- with the exception of Healthy Start projects, few collaborations are being evaluated using methodologically sound designs and measures
- Service Planning Area Councils have yet to focus in a potent way on their role in fostering effective school-community partnerships.

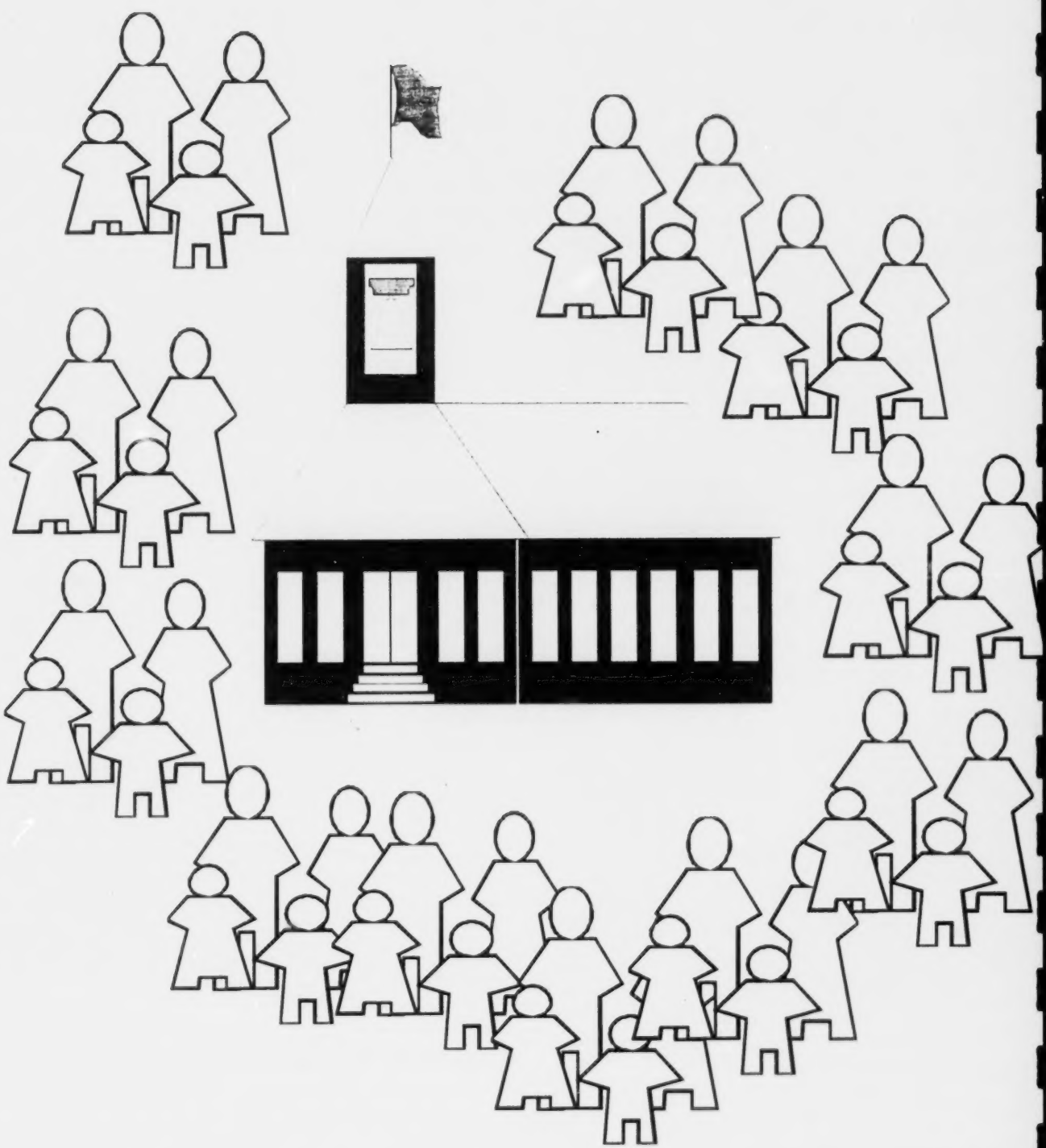


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Table 2

Four Overlapping Areas of School-Community Collaboration in Los Angeles County

I. Focus on Enhancing Schools' Capabilities to Meet Their Educational Mission

A. Business & Nonprofit Organizations and Foundations Working with Schools on School Reform

Examples:

LAAMP, LEARN, Los Angeles Educational Partnership, New American Schools

B. Parent Involvement in Schooling, Aides from the Community, and Volunteers

Examples:

Parents -- PTA/PTSA groups; PTA Health Centers and Welfare Resources; parent centers at school sites Parent Action Leadership Teams; Parent Support Teams; parent training programs; parent mutual support groups; parent welcoming groups and peer buddies; parents involved on shared decision making (governance/management); invitations to parents and others in community to attend activities at school; mandated parent involvement (e.g., IEPs); parent volunteers

Others from the community -- volunteers (e.g., LAUSD DOVES, Kindergarten Intervention Project); community aides; advisory councils, committees, commissions, and task forces; community members providing safe passages to and from school

*C. District/School Outreaching to Agencies/Professional Volunteers**

1. Seeking more services (medical, dental, social, psychological, vocational) and ways to improve service coordination (distict-wide and at specific sites)

Examples:

Healthy Start Projects (see Table 3), School-Based and Linked Health/Mental Health Centers, Family Service Centers, Early Mental Health Initiative projects, connecting with medical/dental mobile vans, seeking pro bono professional services, bringing Neighborhood Youth Authority programs to school sites; establishing coordinating teams and councils, participating with L.A. County's Service Planning Area Councils, restructuring of school-owned health & human services, interfacing around specific problems (e.g., crisis situations, homeless youth, homebound/hospitalized youth, special education populations, communicable disease control; intergroup relations)

2. Establishing mechanisms and special collaborative programs to address other barriers to learning, facilitate learning, and support the school in general

Examples:

School Attendance Review Boards (SARB); pregnant and parenting minors program; safe, disciplined, and drug free schools programs; (DARE, SANE, MADD, Al-Anon, Alateen community school safe havens, gang-oriented programs; smoking cessation, nutrition); work experience/job programs; mentoring; high school academies; crime prevention programs; adult and career education; Adopt-A-School Program; special projects funded by philanthropic organizations, local foundations, and service clubs; TV station (e.g., KLCS-TV)

Table 2 (cont.)

*II. Agencies/Institutions/Professional Services Outreaching to Connect with Schools**

Examples

County health and human service departments are involved in a variety of outreach efforts

>Health Services (CHDP, S-CHIP, dental fluoride, immunications, health education, initiative for Medicaid Demonstration Project to develop a Healthy Students Partnership program with schools)

>Mental Health (School mental health, AB3632, systems of care)

>Children and Family Services (Education project/foster children, family preservation and support)

>Public Social Services (child abuse reporting)

Local public and private hospitals and clinics, health and dental associations, managed care providers (SBHCs, mobile vans, health education,)

LA Childrens' Planning Council intiiatives (Neighborhood 5A Service Centers, children's court liaison/probation programs/camp returneeprograms/juvenile assistance diversion efforts)

Police/sheriff (DARE, SANE, Jeopardy)

Fire (safety)

District Attorney (truancy mediation, aid to victims)

City and County Departments for Parks and Recreation (after school programs)

City and County libraries (after school programs)

The range of other organizations and projects that outreach to schools is illustrated by Communities in Schools, Planned Parenthood, the Special Olympics, Youth Fair Chance, various civic events organizations, post secondary education institutions/student organizations (e.g., medical and dental projects, outreach to encourage college attendance, science education projects, tutoring)

III. Youth Development (including recreation and enrichment)

Examples

Boys and Girls Club, Boys Scouts, Child/Youth Advocacy Task Force, Consolidated Youth Services Network, district youth academic support/recreational/enrichment programs (e.g., Mayors' Program -- L.A.'s Best, 21st Century Learning Community Centers, other after school programs), 4-H Club, Future Scientists and Engineers of America, Getty Arts Education Program, Head Start, Keep Youth Doing Something (KYDS), L.A. County Museum of Art Education Program, Music Center programs for school children, Special Olympics, Theater programs for school children, Teen Centers, Woodcraft Rangers, Y.M.C.A., Y.W.C.A., Youth Alliances and Commissions

Note: United Way and several other organizations have a long history of support for youth development. Currently, a number of recreation and enrichment organizations have set out to establish a group (Partners for Los Angeles Youth Enrichment and Recreation Services -- with the acronym of PLAYERS) to enhance coordination and advocacy for youth development.

IV. Community Improvement and Development

Examples (in addition to all of the above)

Americorps, California Conservation Corps/Clean and Green, California Department of Employment Development, Central Neighborhood Association, City of Long Beach Neighborhood Improvement Strategies, Committee for Multi-Racial Projects, Empowerment zones, Estrella Community Development Corporation, Glendale Literacy Coalition, LA Alliance for a Drug-Free Community, Neighborhood Watch, 186th Area Homeowners Assoc. & Community Action Network, Operation Safe Community, Pacoima Urban Village, Toberman Settlement House, Verdugo School-to-Career Coalition,Watts Labor Community Action Committee, Westminster Neighborhood Association

*In some instances, the connection was made through mutual "outreach."

Table 3

Examples of School-Community Collaborative Arrangements Made by the Healthy Start Projects in Los Angeles County

Reporting School Districts: ABC Unified, Alhambra City Elementary SD, Antelope Valley Union High SD, Azusa Unified, Bellflower Unified, Covina Valley Unified, Culver City Unified, Duarte Unified, Glendale Unified, Lawndale Elementary SD, Lennox Elementary SD, Long Beach Unified, Los Angeles Unified, Monrovia SD, Newhall SD, Norwalk/La Mirada Unified, Palmdale SD, Paramount Unified, Pasadena Unified, Pomona Unified, Rowland Unified, Wilsona Elementary SD

I. City Departments and Agencies

City Attorney's Office, Fire Departments (Pomona), Health and Human Services (Bellflower, Culver City, Gardena, Norwalk, Pasadena), Housing Authority (Los Angeles), Info Line, , LA Bridges, Los Angeles Commission for Assault Against Women , Library (Monrovia), Police Departments (Azusa, Culver City, Gardena, Monrovia, Los Angeles, South Gate), Parks and Recreation (Glendale, Huntington Park, Los Angeles, Monrovia, Norwalk, Pomona), Public Safety (Norwalk). Also, most projects indicate a connection with their city governance body.

II. County Departments, Agencies, and Specified Programs

Children and Family Services (DCFS), Health Services (DHS), Library, Mental Health (DMH), Office of Education (LACOE), Parks and Recreation, Probation, Public Social Services (DPSS), Sheriff; also mentioned: L.A. County Board of Supervisors

Specific Programs Cited: Child Health and Disability Prevention(CHDP), Early intervention project, LACOE Head Start Family Service Center, Info Line, LA County San Antonio Health Clinic, specific comprehensive health and medical centers, specific mental health centers

III. Other Agencies/Projects/Programs Concerned with Health and Human Services

A. Counseling/Mental Health/Support/Substance Abuse Services

Airport Marina Counseling Service, Alcohol and Drug Council of Greater Los Angeles, Antelope Valley Council on Alcohol and Drug Dependency, Asian American Drug Abuse Program, Calif. Women's Commission on Alcohol and Drug Dependencies, Carson Child Guidance, Casa de Esperanza Mental Health Center, Center for Gender Sanity, Chaparral Counseling Services, Children's Institute International, CLARE Foundation, Coastal Asian Pacific Mental Health Service, Community Counseling Services, Community Family Guidance Center, Council on Alcoholism and Drug Dependency, Didi Hirsch Mental Health Center, Foothill Community Mental Health Center, Gardena Drug and Alcohol Abuse Prevention Task Force, Glen Roberts Child Study Center, Girl Scouts Grass Roots Alcohol and Drug Education (GRADE), Greater Long Beach Child Guidance, Hathaway Children's Services, Helpline Youth Counseling, High Risk Youth Program, Hope In Youth, LA Center for Alcohol and Drug Abuse, Legal Aid, Margarita Mendez Children's Mental Health Center, National Council for Alcoholism, New Horizons Psychological Center, Pepperdine Educational Psychology Clinic, Project HEAVY West, Psychology Trauma Center, Reiss Davis Child Study Center, Rosa Parks Sexual Assault Crisis Center, San Fernando Valley Child Guidance Clinic, San Fernando Valley Community Mental Health, South Bay Center for Counseling, South Bay Child Neglect Treatment Program, South Bay Center for Counseling, Tri-Cities Family Guidance Center, UCLA Neuropsychiatric Institute, Victory Drug, Western Region Asian Pacific Counseling Center, Youth Intervention Project

B. Family Support/Guidance/Resource Help/Housing

ACTION: A Parent & Teen Support Program, Association to Aid Victims of Domestic Violence, AVANCE Human Services, Because I Love You, Building Up LA, Center for Improvement of Child Caring, Centro de Desarollo Familiar, Centro de Salud Hispano, Child Care Resource Center, Children's Bureau of Southern California, Children's Center of Antelope Valley, Children's Home Society, Chinatown Service Center, Community Family Guidance Center, El Monte Resource Center, El Nido Family Services, Family Assistance League, Familycare, Family Resource Foundation, Family Service of Long Beach, Family Support Program, Families Caring for Families, Families and Schools Together,

Figueroa/Ascension Safety Team, Foothill Unity Center, Friends of the Family, Glendale Even Start Family Program, Grandparents as Parents, Hand-to-Hand (Valley Support Services), Harbor Regional Center, Heal L.A., Human Services Association, Huntington Park Concern for Others, Interfaith Hunger Coalition, Joint Efforts, LA Emergency Shelter, Los Angeles Neighborhood Housing Services, NCADD Family Preservation, Neighborhood Resource Center, Out There, Palmdale Community Outreach Center, Para Los Ninos, Parents, Families, and Friends of Lesbians and Gays, Parenting Institute, Parents Involved in Community Action, Planned Parenthood, Project Build, Project IV Family Outreach, Project J.A.D.E., Project Touch, Project Search, Public Counsel, Rancho San Pedro Community Service Center, Regional Centers, Richstone Family Center, Ramona Gardens Community Service Center, Saint Margaret's Center, Santa Anita Family Services, Santa Clarita Child and Family Development Center, SELPA (Norwalk-La Mirada/ ABC), SHARE Food Bank, SHIELDS for Families, Su Casa Family Crisis & Support Center, Teenage Pregnancy Prevention Project, Toberman Settlement House, Stone Soup, Voluntary Mediation Services, Welfare Action, Women's Care Cottage

C. Gang/Violence/Juvenile Correction Programs

Alternatives to Living in Violent Environments, Bellflower's Against Gangs, Centinela Valley Juvenile Diversion Program, Gang Alternative Program, Harbor Area Gang Alternatives Program, Juvenile Assistance Diversion Effort, Mad About Rising Crime (Santa Clarita Chapter), Peacebuilders

D. Medical Centers/Health Centers/Health Projects/Hospitals/Dental Clinics

Alhambra Hospital, Altamed Health Services, American Cancer Society, American Red Cross, American Dental Care, American Indian Clinic, Antelope Valley Hospital Medical Center, Behavioral Health Services, Bellflower Medical Center, Bellwood General Hospital, Buddhist Tzu-Chi Free Clinic, BUILD Rehabilitation, California Hospital Medical Center, Cedars-Sinai Medical Center, Centinela Hospital, Century Freeway Clinic, Children's Dental Center, Children's Dental Clinic, Children's Dental Health, Children's Hospital Los Angeles, Citrus Valley Health Partners, City of Hope, Clinica Mrs. Oscar Romero, Clinica Para Las Americas, Community Health Foundation East Los Angeles, C.O.A.C.H., Daniel Freeman Hospital, Del Amo Hospital, Every Child's Healthy Option (ECHO -- Citrus Valley Partners), East Valley Community Health Center, El Proyecto del Barrio Clinic, Foothill Presbyterian Hospital, Koryo Health Foundation, Franciscan Clinic, Glendale Adventist Medical Center Community Services, Glendale Healthy Kids Program, Harbor Free Clinic, Harbor/UCLA Public Health Dept. H.E.A.R.T., Henry Mayo Newhall Memorial Health Foundation, Holy Cross Medical, Huntington Park Cluster Health, Kaiser Permanente, La Puente Valley Medical Group, Little Company of Mary Hospital, Marshak Universal Medica Center, Mercy Medical Center, Northeast Community Clinic, Northeast Valley Health Corporation, Northridge Hospital, Pacific Clinics East, Pediatric & Family Medical Center, Peninsula Recovery Center, Pomona Valley Hospital Medical Center, Queens Care, RFK Institute for Family Medicine, San Gabriel Valley Medical Center, San Pedro Peninsula Hospital, Santa Marta Hospital, South Bay Children's Health Center, South Bay Free Clinic, South Gate Dental Group, UCLA Jules Stein Clinic, UniHealth Foundation , St. Francis Medical and Children's Center, Tarzana Treatment Center, 31st District PTSA Clinic, Valley Care, Valley Community Clinic, Valley Family Clinic, Valley Presbyterian Hospital, Victory Drug and Surgical, Vision Care Watts Health Foundation, Visiting Nurses Association, Westside Women's Health Center, White Memorial Medical Center, Wilmington Community Clinic, Women-Infant-Child (WIC) (also some projects have enlisted the aid of volunteer medical professionals)

E. Support for Schools and Communities

Alliance for Human Enrichment, Americorps, Council of PTAs, California Conservation Corps/Clean and Green, CA School Employees Association, Central Neighborhood Association, City of Long Beach Neighborhood Improvement Strategies, Committee for Multi-Racial Projects, Esperanza Community Housing Corp., Estrella Community Development Corporation, Focus on Youth, Glendale Literacy Coalition, Institute for Human Potential, LA Alliance for a Drug-Free Community, Los Angeles Educational Partnership, Madres Unidas-United Mothers for Santa Clarita, Mar Vista Gardens Housing, Mothers of East Los Angeles, Monrovia Teachers Association, MSI Community Services, Neighborhood Watch, 186th Area Homeowners Assoc. & Community Action Network, Operation Safe Community, PTA chapters, PTSA chapters, Parent Action Leadership Team, Parent Support Teams, parent volunteers, school district support programs and services, student volunteers, Volunteer Center, Watts Labor Community Action Committee, Westminster Neighborhood Association

F. Vocational Programs

California Department of Employment Development, Career Redirection, Profit Together, Verdugo School-to-Career Coalition, Watts Labor Action Committee, Worknet Services

G. Youth Development/Recreation/Enrichment

Actors' Alley, Boys and Girls Club, Boys Scouts of America, Child/Youth Advocacy Task Force, City of South Gate Youth Commission, Consolidated Youth Services Network, district youth academic support/recreational/enrichment programs, 4-H Club, Focus on Youth, Foundation for Student Excellence, Future Scientists and Engineers of America, Gifted Children's Association, Glendale Child Development Program, Glendale Youth Coalition & Project Y.E.S., Head Start, Infant Development/Baby Steps Inc, Keep Youth Doing Something (KYDS), Korean Youth & Community Center, Learning Crew, Mind Link: a Children's Network Learning Center, Monrovia Preschool/Child Development Center, New Directions for Youth, South Bay Youth Project, S.T.A.R., Tichenor Infant/Toddler Program, U.S.A.F. Mentoring Program, Westside Children's Center, Woodcraft Rangers, Y.M.C.A., Y.W.C.A., Youth Alliance, Youth Foundation, Wilmington Teen Center

IV. Other Resources

A. Businesses/Chambers of Commerce/Service Clubs

Aki & Sons Nursery, ARCO Adopt a School, Automobile Club of Southern California, Botega Industries, Clark-Ochoa Business Service, Golden State Peace Officer's Association, GNB Technologies, Gateway Center Inc., KGEM Cable Television, Kiwanis, Lion's Club, May Restaurant, McDonald's, Net Worth Advisors Inc., Nissan Motor Acceptance Corp., Oracle, Private Industry Council, Sun Microsystems, TransAmerica Life Companies, TRW School Adopter, Ultramar, Vernon Chamber of Commerce, Western Realty, Wienerschnitzel

B. Philanthropic Organizations/Charities

Armenian Relief Society, Assistance League of Santa Clarita, Bresee Foundation, Catholic Charities/Loaves and Fishes, Crail-Johnson Foundation, Do It Now Foundation, Friends of EAGLES Centers, Lifeguard Food Ministry, Oldtimer's Foundation, Palmdale Education Foundation, Salvation Army, Santa Clarita Valley Service Center, Santa Clarita Valley Food Pantry, United Way

C. Religious Organizations/Ethnic Associations/Committees

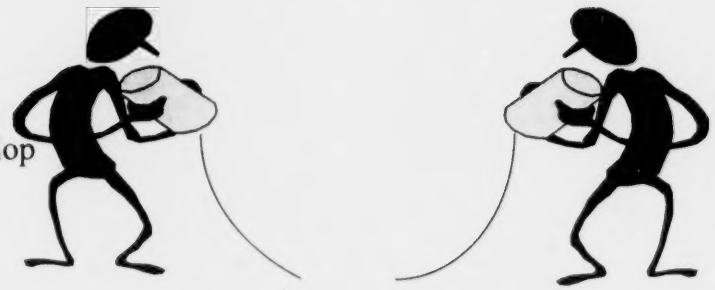
All Peoples Christian Center, Ascension Parochial Parish and Branch AME Church, Bellflower Ministerial Fellowship, Church Mentor Network, Congregational Church of the Messiah Community Volunteers, First Christian Church, Palmdale Churches, Whosoever Will Christian Center, Word of Life Outreach Ministries

Armenian Evangelical Social Services Center, Asian Community Service Center, Asian Pacific American Dispute Resolution Centers, Committee for Armenian Students in Public Schools, Latin American Civic Association, Martin Luther King Dispute Resolution Centers, Samoan Affairs Council, United Cambodian Community, Watts Latino Organization

D. Universities/Colleges

American Association of University Women, Antelope Valley Community College (School of Nursing), Azusa Pacific University, Biola University, California Institute of the Arts, California School of Professional Psychology, California State University Dominguez Hills, California State University Long Beach, California State University Los Angeles (School of Nursing), California State University Northridge, Cerritos Community College, College of the Canyons, College of Osteopathic Medicine of the Pacific, El Camino College, Foothill College (Special Education Local Community College Citizenship Center), Glendale Community College (Service Learning Center, Citizenship Center & Volunteer Center), International Institute of LA, Josephson Institute, LA Harbor College, Loyola Marymount University, Mission College, Philips Graduate Institute (California Family Counseling Agency), UCLA (America Reads, Center X, Department of Family Medicine, School of Law, UAP Program), USC (Dental School, Inter Professional Initiative, Joint Education Project, School of Medicine, School of Social Welfare

There is much to learn from all efforts to develop school-community partnerships.



Tables 2 and 3 reflect efforts to map what has been emerging in L.A. County. Based on mapping and analysis done to date, Table 4 summarizes a wide range of community resources that might partner with schools.

The mechanisms that have been identified as key to the success of school-community partnerships are discussed in the section of this document that outlines how such collaborations are developed and maintained.

Table 4

Community Resources that Could Partner with Schools

County Agencies and Bodies
(e.g., Depts. of Health, Mental Health, Children & Family Services, Public Social Services, Probation, Sheriff, Office of Education, Fire, Service Planning Area Councils, Recreation & Parks, Library, courts, housing)

Municipal Agencies and Bodies
(e.g., parks & recreation, library, police, fire, courts, civic event units)

Physical and Mental Health & Psychosocial Concerns Facilities and Groups
(e.g., hospitals, clinics, guidance centers, Planned Parenthood, Aid to Victims, MADD, "Friends of" groups; family crisis and support centers, helplines, hotlines, shelters, mediation and dispute resolution centers)

Mutual Support/Self-Help Groups
(e.g., for almost every problem and many other activities)

Child Care/Preschool Centers

Post Secondary Education Institutions/Students
(e.g., community colleges, state universities, public and private colleges and universities, vocational colleges; specific schools within these such as Schools of Law, Education, Nursing, Dentistry)

Service Agencies
(e.g., PTA/PTSA, United Way, clothing and food pantry, Visiting Nurses Association, Cancer Society, Catholic Charities, Red Cross, Salvation Army, volunteer agencies, legal aid society)

Service Clubs and Philanthropic Organizations
(e.g., Lions Club, Rotary Club, Optimists, Assistance League, men's and women's clubs, League of Women Voters, veteran's groups, foundations)

Youth Agencies and Groups
(e.g., Boys and Girls Clubs, Y's, scouts, 4-H, Woodcraft Rangers)

Sports/Health/Fitness/Outdoor Groups
(e.g., sports teams, athletic leagues, local gyms, conservation associations, Audubon Society)

Community Based Organizations
(e.g., neighborhood and homeowners' associations, Neighborhood Watch, block clubs, housing project associations, economic development groups, civic associations)

Faith Community Institutions
(e.g., congregations and subgroups, clergy associations, Interfaith Hunger Coalition)

Legal Assistance Groups
(e.g., Public Counsel, schools of law)

Ethnic Associations
(e.g., Committee for Armenian Students in Public Schools, Korean Youth Center, United Cambodian Community, African-American, Latino, Asian-Pacific, Native American Organizations)

Special Interest Associations and Clubs
(e.g., Future Scientists and Engineers of America, pet owner and other animal-oriented groups)

Artists and Cultural Institutions
(e.g., museums, art galleries, zoo, theater groups, motion picture studios, TV and radio stations, writers' organizations, instrumental/choral, drawing/painting, technology-based arts, literary clubs, collector's groups)

Businesses/Corporations/Unions
(e.g., neighborhood business associations, chambers of commerce, local shops, restaurants, banks, AAA, Teamsters, school employee unions)

Media
(e.g., newspapers, TV & radio, local assess cable)

Family members, local residents, senior citizens groups

Recommendations to Enhance School-Community Partnerships

Initiatives for enhancing school-community collaboration have focused heavily on integrated school-linked services. However, it is essential not to limit such partnerships to efforts to integrate services. School-community partnerships are about using resources in better ways to evolve the type of comprehensive, integrated approaches that are essential for addressing the complex needs of all youngsters, families, schools, and neighborhoods in the most cost-effective manner.

Ironically, policy simply calling for interagency collaboration to reduce fragmentation and redundancy with a view to greater efficiency may, in the long run, be counterproductive to improving school community connections. In too many instances, school-linked services result only in co-locating community agencies on school campuses. As these activities proceed, a small number of students receive services, but little connection is made with school staff and programs.

Needed:
a high priority commitment & an overall strategy

Development of a comprehensive, multifaceted, and integrated approach that promotes the well being of *all* youngsters through strengthening youngsters, families, schools, and neighborhoods requires cohesive policy that facilitates blending of many public and private resources. In schools, this includes restructuring to combine parallel efforts supported by general funds, compensatory and special education entitlement, safe and drug free school grants, and specially funded projects. This also involves connecting families of schools, such as high schools and their feeder middle and elementary schools to enhance efficiency and effectiveness and achieve economies of scale. In communities, the need is for better ways of connecting agency resources to each other and to schools. All this points to the need for (a) a high priority policy commitment to using school-community partnerships strategically to develop comprehensive, multifaceted approaches and to sustaining such partnerships, and (b) an overall strategy at each level for moving forward with efforts to weave school and community (public and private) resources together and generating renewal over time. The end product should be cohesive and potent school-community partnerships. With proper policy support, a comprehensive approach can be woven into the fabric of every school. Neighboring schools can be linked to share limited resources and achieve powerful school community connections.

Needed . . .

enhanced policy cohesion

Effective school-community partnerships appear to require a linked, cohesive set of policies. Cohesive policy will only emerge if current policies are revisited to reduce redundancy and redeploy those school and community resources being used ineffectively.

Policy must

changes in governance

- move existing *governance* toward shared decision making and appropriate degrees of local control and private sector involvement -- a key facet of this is guaranteeing roles and providing incentives, supports, and training for effective involvement of line staff, families, students, and other community members

creation of mechanisms for change

- create *change teams and change agents* to carry out the daily activities of systemic change related to building essential support and redesigning processes to initiate, establish, and maintain changes over time

designated leadership

- delineate high level *leadership assignments* and underwrite essential *leadership/management training* related to the vision for change, how to effect such changes, how to institutionalize the changes, and how to generate ongoing renewal

mechanisms for managing and enhancing resources

- establish institutionalized *mechanisms to manage and enhance resources* for school-community partnerships and related systems (focusing on analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening ongoing efforts)

adequate support for capacity building

- provide adequate funds for *capacity building* related to both accomplishing desired system changes and enhancing intervention quality over time -- a key facet of this is a major investment in staff recruitment and development using well-designed, and technologically sophisticated strategies for dealing with the problems of frequent turnover and diffusing information updates; another facet is an investment in technical assistance at all levels and for all aspects and stages of the work

sophisticated accountability

- use a sophisticated approach to *accountability* that initially emphasizes data that can help develop effective approaches for collaboration in providing interventions and a results-oriented focus on short-term benchmarks and that evolves over time into evaluation of long-range indicators of impact. (Here, too, technologically sophisticated and integrated management information systems are essential.)

Such a strengthened policy focus would allow personnel to build the continuum of interventions needed to make a significant impact in addressing the health, learning, and well being of all younth through strengthening youngsters, families, schools, and neighborhoods.

In general, the movement toward integrated services and school-community collaboration aims at enhancing access to services by youth and their families, reducing redundancy, improving case management, coordinating resources, and increasing effectiveness. Obviously, these are desirable goals. In pursuing these ends, however, it is essential not to limit thinking to the topics of coordinating community services and collocation on school sites. For one thing, such thinking downplays the need to also restructure the various education support programs and services that schools own and operate. Initiatives for school-community collaboration also have led some policy makers to the mistaken impression that community resources can effectively meet the needs of schools in addressing barriers to learning. In turn, this has led some legislators to view the linking of community services to schools as a way to free-up the dollars underwriting school-owned services. The reality is that even when one adds together community and school assets, the total set of services in economically impoverished locales is woefully inadequate. In situation after situation, it has become evident that after the first few sites demonstrating school-community collaboration are in place, community agencies find they have stretched their resources to the limit. Policy makers must remember that as important as it is to reform and restructure health and human services, accessible and high quality services are only one facet of a comprehensive and cohesive approach for strengthening families and neighborhoods.

Building and Maintaining School-Community Partnerships

Efforts to establish effective school-community partnerships require much more than implementing demonstrations at a few sites. Policies and processes are needed to ensure such partnerships are developed and institutionalized to meet the needs of all youngsters, families, schools, and neighborhoods. The involves what often is called diffusion, replication, roll out, or scale-up.

Much more is involved than implementing demonstration projects

For the most part, researchers and reformers interested in school-community initiatives have paid little attention to the complexities of large-scale diffusion. Furthermore, leadership training has given short shrift to the topic of scale-up. Thus, it is not surprising that proposed systemic changes are not accompanied with the resources necessary to accomplish the prescribed changes throughout a county or even a school-district in an effective manner. Common deficiencies include inadequate strategies for creating motivational readiness among a critical mass of stakeholders, assignment of change agents with relatively little specific training in facilitating large-scale systemic change, and scheduling unrealistically short time frames for building capacity to accomplish desired institutional changes.

In reading the following, think about major school-community partnerships designed to evolve a comprehensive, multifaceted, and integrated approach. The intent is to create a cohesive set of well-coordinated, and where feasible integrated, programs and services. Such an approach evolves by building a *continuum of programs/services* -- from primary prevention to treatment of chronic problems -- using a *continuum of interveners, advocates*, and *sources of support* (e.g., peers, parents, volunteers, nonprofessional staff, professionals-in-training, professional staff, specialists). Building such a component requires blending resources. Thus, the emphasis throughout is on *collaboration* -- cooperation, coordination, and, where viable, integration -- among all school and community resources.

Successful systemic change begins with a model that addresses the complexities of scale-up

In pursuing major systemic restructuring, a complex set of interventions is required. These must be guided by a sophisticated scale-up model that addresses substantive organizational changes at multiple levels. A scale-up model is a tool for systemic change. It addresses the question "How do we get from here to there?" Such a model is used to implement a vision of organizational aims and is oriented toward results.

The vision for *getting from here to there* requires its own framework of steps, the essence of which involves establishing mechanisms to address key phases, tasks, and processes for systemic change. As described in Appendix E, these include creating an infrastructure and operational mechanisms for

- *creating readiness:* enhancing the climate/culture for change;
- *initial implementation:* adapting and phasing-in a prototype with well-designed guidance and support;
- *institutionalization:* ensuring the infrastructure maintains and enhances productive changes;
- *ongoing evolution*: creative renewal.

In the following discussion, we take as given that key mechanisms for implementing systemic changes, as outlined in Appendix E, have been established. These mechanisms are essential when school-community partnerships are to be established on a large-scale.

> The real difficulty in changing the course of any enterprise lies not in developing new ideas but in escaping old ones.
>
> **John Maynard Keynes**

Major system change is not easy, but the alternative is to maintain a very unsatisfactory status quo.

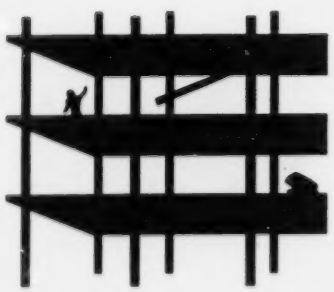
Conceiving school-community partnerships from localities outward

The focus is first on what is needed at the school-neighborhood level . .

From a decentralized perspective and to maintain the focus on evolving a comprehensive continuum of programs/services that plays out in an effective manner in *every locality,* it is a good idea to conceive the process from localities outward. That is, first the focus is on mechanisms at the school-neighborhood level. Then, based on analyses of what is needed to facilitate and enhance efforts at a locality, mechanisms are conceived that enable several school-neighnborhood collaborations to work together to increase efficiency and effectiveness and achieve economies of scale. Then, system-wide mechanisms can be (re)designed to provide support for what each locality is trying to develop.

. . . then on ways several school-neighborhood partners can work together and, finally, on what system-wideresources can do to support local collaborations

An infrastructure of organizational and operational mechanisms at all levels are required for oversight, leadership, resource development, and ongoing support. Such mechanisms provide ways to (a) arrive at decisions about resource allocation, (b) maximize systematic and integrated planning, implementation, maintenance, and evaluation of enabling activity, (c) outreach to create formal working relationships with community resources to bring some to a school and establish special linkages with others, and (d) upgrade and modernize the component to reflect the best intervention thinking and use of technology. At each level, these tasks require that staff adopt some new roles and functions and that parents, students, and other representatives from the community enhance their involvement. They also call for redeployment of existing resources, as well as finding new ones.



Awareness of the myriad political and bureaucratic difficulties involved in making major institutional changes, especially with limited financial resources, leads to the caution that the type of large-scale restructuring described below is not a straight-forward sequential process. Rather, the changes emerge in overlapping and spiraling phases. Nevertheless, it helps to have an overview of steps involved (see Table 5).

Table 5

An Overview of Steps in Moving School-Community Partnerships from Projects to Wide-Spread Practice

Currently, there is no large-scale, systemic initiative in L.A. County focused on enhancing school-community partnerships aimed at developing a comprehensive continuum of programs and services for children and their families. The following outline applies the phases for systemic change (discussed in Appendix E) to the problem of establishing a large-scale initiative for school-community partnerships. Clearly, such an initiative requires major systemic restructuring at all levels. At each level, a critical mass of key stakeholders and their leadership must understand and commit to restructuring plans. The commitment must be reflected in policy statements and creation of an infrastructure that ensures necessary leadership and resources and on-going capacity building. Such an infrastructure must include a variety of mechanisms for reviewing, analyzing, and redeploying the various funding sources that underwrite current programs and services.

As a guide for planning, implementation, and evaluation, the process is conceived in terms of four phases covering fourteen major steps:

Phase 1: Creating Readiness

- Build interest and consensus for enhancing school-community partnerships as a key strategy in developing a comprehensive, multifaceted continuum of programs and services
- Introduce basic ideas to relevant groups of stakeholders (e.g., those involved with schools, agencies, community based organizations)
- Establish a policy framework -- the leadership groups at each level should establish a policy commitment to enhancing school-community partnerships as a key strategy in developing a comprehensive, multifaceted continuum of programs and services
- Identify leaders for this initiative at all systemic levels to carry responsibility and accountability for ensuring that policy commitments are carried out in a substantive manner

Phase 2: Initial Implementation

- Establish a system-wide steering group, local steering groups, and an infrastructure to guide the process of change; provide all individuals involved in guiding the change process with leadership and change agent training
- Formulate specific plans for starting-up and phasing in the large-scale initiative

Table 5 (cont.)

- Establish and train resource-oriented groups at each level -- beginning with resource-oriented teams at each locality, then Resource Coordinating Councils for working across a group of localities and for interfacing with Service Area Planning Councils, and finally system-wide bodies

- Reorganize and cluster programmatic activity into a relatively delimited number of areas that are staffed in a cross disciplinary manner (e.g., delineate a delimited set of programs and services for facilitating healthy development and productive learning and for addressing barriers to development and learning -- spanning concerns for problem prevention, early intervention, and treatment)

- Create mechanisms for effective communication, sharing, and problem solving to ensure the initiative is implemented effectively and is highly visible to all stakeholders

- Use Resource Coordinating Councils, Service Planning Area Councils, and system-wide resource coordinating groups to identify additional school district and community resources that might be redeployed to fill program/service gaps;

- Establish a system for quality improvement

Phase 3: Institutionalization

- Develop plans for maintaining the large-scale initiative for school-community partnerships (e.g., strategies for demonstrating results and institutionalizing the necessary leadership and infrastructure)

- Develop strategies for maintaining momentum and progress (e.g., ongoing advocacy and capacity building -- paying special attention to the problem of turnover and newcomers; systems for quality assurance and regular data reporting; ongoing formative evaluations to refine infrastructure and programs)

Phase 4: Ongoing Evolution

- Develop a plan to generate creative renewal (e.g., continue to expand support for school-community partnerships, enhance leadership training, celebrate accomplishments, add innovations)

School-neighborhood level mechanisms

An effective school-community partnership must coalesce at the local level. Thus, a school and its surrounding community are a reasonable focal point around which to build a multi-level organizational plan. Moreover, primary emphasis on this level meshes nicely with contemporary restructuring views that stress increased school-based and neighborhood control.

Policymakers and administrators must ensure the necessary infrastructure is put in place for

- *weaving existing activity together*
- *evolving programs*
- *reaching out to enhance resources*

If the essential programs are to play out effectively at a locality, policy makers and administrators must ensure that the necessary infrastructure is put in place. From a local perspective, there are three overlapping challenges in moving from piecemeal approaches to an integrated approach. One involves weaving existing activity together. A second entails evolving programs so they are more effective. The third challenge is to reach out to other resources in ways that expand the partnership. Such outreach encompasses forming collaborations with other schools, establishing formal linkages with community resources, and reaching out to more volunteers, professionals-in-training, and community resources.

Mechansims include:

- *a resource-oriented team*

Meeting the above challenges requires development of well-conceived mechanisms that are appropriately sanctioned and endowed by governance bodies. Based on lessons learned, one good starting place is to establish a resource-oriented team (e.g., a Resource Coordinating Team) at a specific school. Properly constituted, a resource team leads and steers efforts to maintain and improve a multifaceted and integrated approach (see Appendix F). This includes developing local partnerships. Such a team helps reduce fragmentation and enhances cost-efficacy by analyzing, planning, coordinating, integrating, monitoring, evaluating, and strengthening ongoing efforts.

- *local program teams*

To ensure programmatic activity is well-planned, implemented, evaluated, maintained, and evolved, the resource/steering team, in turn, helps establish and coordinate local program teams. In forming such teams, identifying and deploying enough committed and able personnel may be difficult. Initially, a couple of motivated and competent individuals can lead the way in a particular program area -- with others recruited over time as necessary and/or interested. Some "teams" might even consist of one individual. In some instances, one team can address more than one programmatic area. Many localities, of course, are unable to simultaneously develop many new program areas. Such localities must establish priorities and plans for how to develop and phase in new programs. The initial emphasis should be on meeting the locality's most pressing needs, such as enhancing services assistance, responding to crises, and pursuing ways to prevent garden variety learning, behavior, and emotional problems.

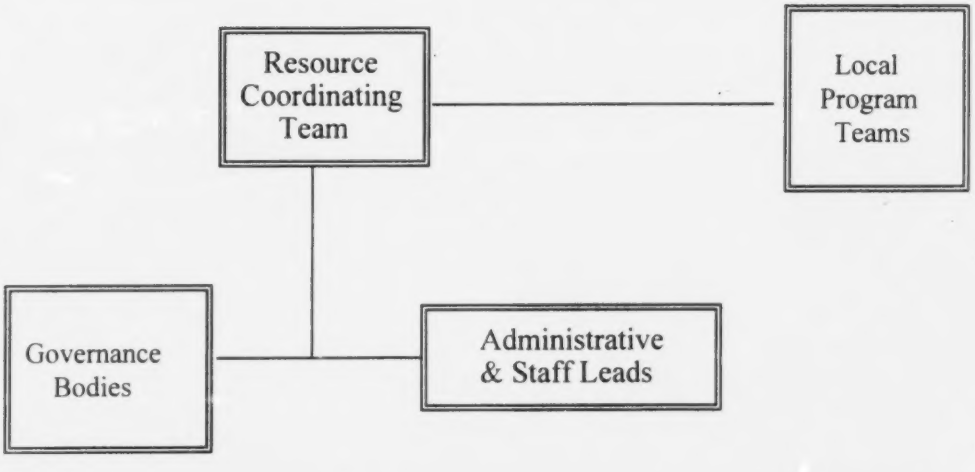
- *administrative leads*

Most schools and agencies do not have an administrator whose job definition includes the leadership role and functions necessary to accomplish the above objectives. This is not a role for which most principals or agency heads have time. Thus, it is imperative to establish a policy and restructure jobs to ensure there are *site administrative leads* whose job encompasses this responsibility. Such persons must sit on the resource team (described above) and then represent and advocate the team's recommendations whenever governance and administrative bodies meet -- especially at meetings when decisions are made regarding programs and operations (e.g., use of space, time, budget, and personnel).

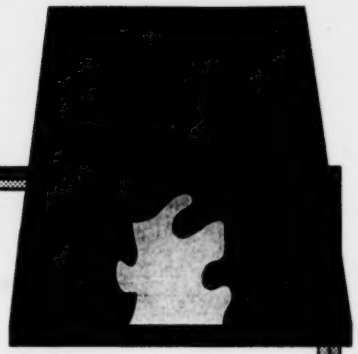
- *staff leads*

Finally, *staff leads* can be identified from the cadre of line staff who have interest and expertise with respect to school-community partnerships. If a locality has a center facility (e.g., Family or Parent Resource Center or a Health Center), the center's coordinator would be one logical choice for this role. Staff leads also must sit on the above described resource team and be ready to advocate at key times for the team's recommendations at meetings with administrative and governance bodies.

Besides facilitating the development of a potent approach for developing school-community partnerships, administrative and staff leads play key roles in daily implementation, monitoring, and problem solving related to such efforts.



As will be evident on the following pages, conceptualization of the necessary local level infrastructure helps clarify what supportive mechanisms should be developed to enable several school-neighborhood collaborations to work together and what is needed to at system-wide levels to support localities



Lessons Learned

from the New Jersey School Based Youth Services Program

The New Jersey School Based Youth Services Program, approaching community-school connections from the community side of the equation, reports the following eight factors as most affecting the strength of their school-community partnerships.

(1) The welcome by the school administration, especially the provision of adequate space and liaison personnel.

(2) The ability of the Managing Agency to provide support and supervision.

(3) The strength of the Community Board, Advisory Board and connections to community agencies.

(4) The strength, flexibility and competence of staff who interact with youth and school personnel.

(5) The strength of parent support for the program.

(6) The ability and willingness of staff and the managing agency to write grant proposals for special efforts.

(7) Maximizing the use of state technical assistance.

(8) Self evaluation and use of all evaluation.

Mechanisms for several localities to work together

Neighboring localities have common concerns and may have programmatic activity that can use the same resources. By sharing, they can eliminate redundancy and reduce costs. Some school districts already pull together clusters of schools to combine and integrate personnel and programs. These are sometimes called complexes or families.

Resource Coordinating Councils

A multi-locality *Resource Coordinating Council* provides a mechanism to help ensure cohesive and equitable deployment of resources and also can enhance the pooling of resources to reduce costs. Such councils can be particularly useful for integrating neighborhood efforts and those of high schools and their feeder middle and elementary schools. (This clearly is important in connecting with those families who have youngsters attending more than one level of schooling in the same cluster.) With respect to linking with community resources, multi-locality teams are especially attractive to community agencies who often don't have the time or personnel to link with individual schools. To these ends, 1 to 2 representatives from each local resource team can be chosen to form a council and meet at least once a month and more frequently as necessary. Such a mechanism helps (a) coordinate and integrate programs serving multiple schools and neighborhoods, (b) identify and meet common needs with respect to guidelines and staff development, and (c) create linkages and collaborations among schools and agencies. More generally, the council provides a useful mechanism for leadership, communication, maintenance, quality improvement, and ongoing development of a comprehensive continuum of programs and services. Natural starting points for councils are the sharing of needs assessment, resource mapping, analyses, and recommendations for reform and restructuring. Specific areas of initial focus may be on such matters as addressing community-school violence and developing prevention programs and safe school and neigborhood plans.

Service Planning Area Councils

Representatives from Resource Coordinating Councils would be invaluable members of Service Planning Area Councils. They would bring information about specific schools and clusters of schools and local neighborhoods and would do so in ways that reflect the importance of school-community partnerships.

Board of Education Standing Committee

Matters related to comprehensive approaches best achieved through school-community partnerships appear regularly on the agenda of local school boards. The problem is that each item tends to be handled in an ad hoc manner, without sufficient attention to the "Big Picture." One result is that the administrative structure in the school district is not organized in ways that coalesce its various functions (programs, services) for addressing barriers and promoting healthy development. The piecemeal structure reflects the marginalized status of such functions and both creates and maintains the fragmented policies and practices that characterize efforts to address barriers. Boards of Education need a standing committee that deals indepth and consistently with these functions so they are addressed in more cohesive and effective ways (see Appendix G). Such a committee can help ensure policy and practice are formulated in a cohesive way based on a big picture perspective of how all the various resources and functions relate to each other.

System-wide mechanisms

Local and multi-site mechanisms are not sufficient. System-wide policy guidance, leadership, and assistance are required. With respect to establishing a comprehensive continuum of programs and services, a system-wide *policy* commitment represents a necessary foundation.

Mechanisms that seem essential are:

Then, system-wide mechanisms must be established. Development of such mechanisms should reflect a clear conception of how each supports local activity. Several system-wide mechanisms seem essential for coherent oversight and leadership in developing, main-taining, and enhancing comprehensive approaches involving school-community partnerships. One is a *system-wide leader* with responsibility and accountability for the system-wide vision and strategic planning related to (a) developing school-community collaborations to evolve comprehensive approaches and (b) ensuring coordination and integration of activity among localities and system-wide. The leader's functions also encompass evaluation, including determination of the equity in program delivery, quality improvement reviews of all mechanisms and procedures, and ascertaining results.

- *a system-wide leader*

Two other recommended mechanisms at this level are a *system-wide leadership group* and *a resource coordinating body*. The former can provide expertise and leadership for the ongoing evolution of the initiative; the latter can provide guidance for operational coordination and integration across the system. The composition for these will have some overlap. The system-wide resource coordinating body should include representatives of multi-locality councils and Service Planning Area Councils. The leadership group should include (a) key administrative and line staff with relevant expertise and vision, (b) staff who can represent the perspectives of the various stakeholders, and (c) others whose expertise (e.g., public health, mental health, social services, recreation, juvenile justice, post secondary institutions) make them invaluable contributors to the tasks at hand.

- *a system-wide leadership group*
- *a system-wide resource coordinating body*

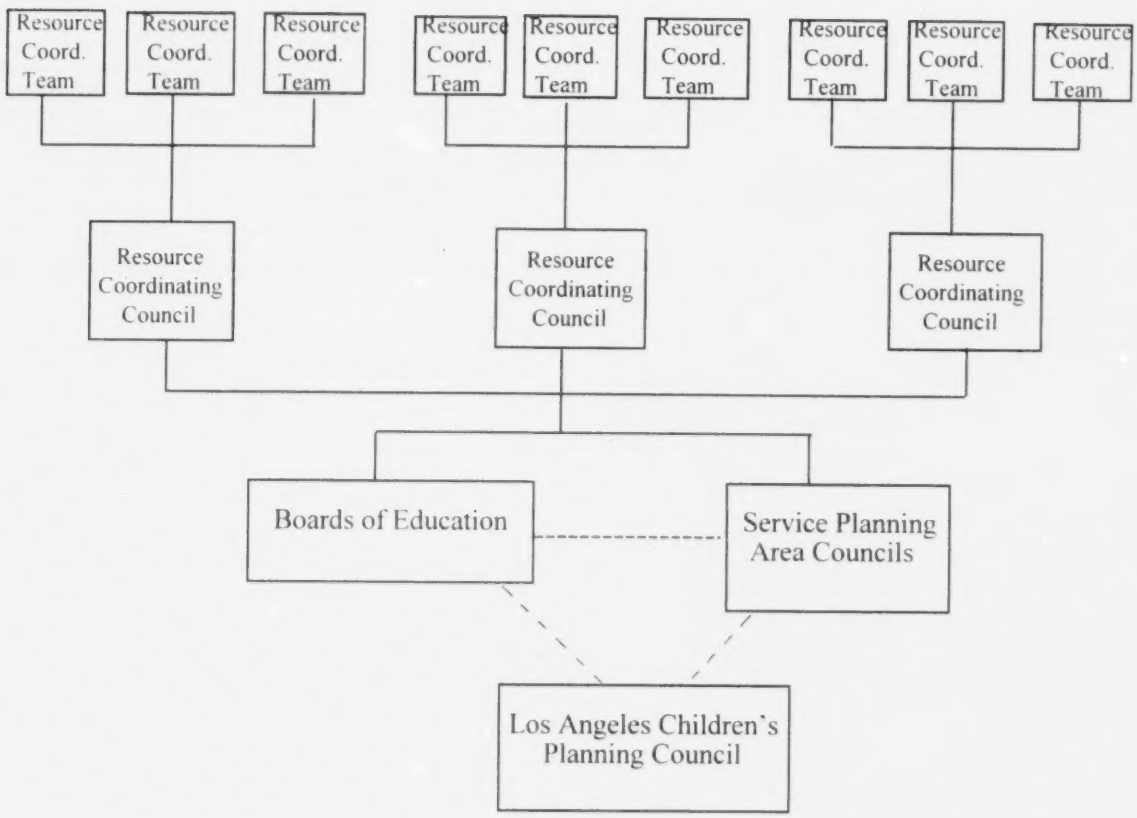
A cadre of *Organization Facilitators* provide a change agent mechanism that can assist in the development and maintenance of resource-oriented teams and councils. Such personnel also can help organize basic "interdisciplinary and cross training" to create the trust, knowledge, skills, and the attitudes essential for the kind of working relationships required if the mechanisms described above are to operate successfully. Through such training, each profession has the opportunity to clarify roles, activities, strengths, and accomplishments, and learn how to link with each other.

- *Organization Facilitators*

Utlimately, it is Boards of Education and community governance and planning bodies that must ensure an enduring policy commitment, resources, and planning for comprehensive and cohesive approaches encompassing school-community partnerships. This calls for formal connections between Service Planning Area Councils, Boards of Education, and the Children's Planning Council, especially through the work of its Committee for School-Community Partnerships with respect to analyzing the current state of the art and proposing recommendations.

- *Boards of Education & the Children's Planning Council*

Figure 2. Connecting key mechanisms.



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Lessons Learned

The following ideas were circulated by the Human Interaction Research Institute* at a conference on the care and feeding of community partnerships. They were derived from a review of the research literature on the effectiveness of partnerships.

(1) Factors Influencing the Success of Partnerships

- ***Environmental Characteristics***
  - >there is a history of collaboration or cooperation in the community
  - >the partnership is seen as a leader in the community
  - >the overall political/social climate is favorable to the goals of the partnership

- ***Membership Characteristics***
  - >there is mutual respect. understanding and trust among, the partners
  - >there is an appropriate cross-section of members from the community at large
  - >partners all see collaboration as in their self-interest
  - >there is a reasonable ability to compromise in operating the partnership

- ***Process/Structure Characteristics***
  - >partners share a stake in both process and outcome
  - >there are multiple layers of decision-making in the partnership
  - >there is a reasonable amount of flexibility in how the partnership operates
  - >there are clear roles and policy guidelines are developed
  - >there is a willingness to adapt the structure and goals of the partnership as needed

- ***Communication Characteristics***
  - >there is open and frequent communication among the partners
  - >the partners have established informal and formal communication links

- ***Purpose Characteristics***
  - >there are concrete, attainable goals and objectives for the partnership
  - >there is an overall shared vision of what the partnership aims to do
  - >there is a well-defined, unique purpose against other goals of community groups

- ***Resource Characteristics***
  - >there are sufficient funds to operate the partnership
  - >there is a skilled convener to bring the partners together

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(2) Challenges of Partnerships

- Distrust of the partnership process itself among certain elements of the partnering organizations or within the host community
- "Bad history" from previous partnerships in the same community
- Becoming more concerned with perpetuation of the partnership rather than with the issues it was formed to address
- Being the product of a top-down rather than bottom-up creation
- Difficulties in recruiting staff able to work in the complex environment of a coalition
- Difficulties in maintaining viability when a leader or founding partner leaves (regardless of the reason for the departure)

(3) Learnings About Multicultural Aspects of Partnerships

- Strategies for handling cultural stereotypes within the partnership's own leadership are planned and implemented
- Partners develop and share a basic vision rather than merely looking for an exchange of opportunities among different racial/ethnic groups
- There are efforts to build social capital in the community - going beyond specific issue-oriented work

(4) Sustaining Partnerships

The likelihood of partnerships continuing over time is increased by:

- Implementing strategic methods for *conflict resolution* within the partnership, including an open acknowledgment that conflict is both inevitable and healthy in a body of this sort, so it will always have to be dealt with
- Implementing "advance strategies" for dealing with *leadership burnout* and *transition* - again, acknowledging that such shifts are a normal, healthy part of a partnership's life cycle
- Developing and implementing approaches to *long-term resource acquisition* - maintaining the flow of needed fiscal and human resources into the partnership. Funders can help partnerships by earmarking funds for capacity development, or for a planing grant to start up the partnership with attention to these longer-term issues.

Tools for Mapping

Appendix H contains several surveys that can be used to map resources as a basis for clarifying what exists, analyzing use of resources, setting priorities, and making strategic plans.

Funding Resources

A critical facet of all systemic change is clarity about funds. Appendix I includes tools that highlight various sources of funding that can be brought to the table as school-community partnerships are developed.

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Appendices

A. Needed: A Comprehensive, Multifaceted Continuum of Intervention

B. Reported Examples of Successful School-Community Initiatives

C. Melaville and Blank's Sample of School-Community Partnerships

D. Profiles of a Few Major School-Community Partnerships in L.A. County

E. Scale-up: Replicating on a Large-Scale

F. Resource Coordinating Teams and Multi-Locality Councils

G. Rethinking a School Board's Current Committee Structure

H. Tools for Mapping Resources

I. Examples of Funding Sources

Appendix A

Needed: A Comprehensive, Multifaceted Continuum of Intervention

Policy-oriented discussions increasingly recognize the importance of multifaceted approaches that account for social, economic, political, and cultural factors that can interfere with development, learning, and teaching (Adelman & Taylor, 1993; California Department of Education, 1997; Carnegie Council on Adolescent Development, 1989; Center for Mental Health in Schools, 1996, 1997; Dryfoos, 1998; Schorr, 1997). As portrayed in Figure 1, major policies and practices for addressing such barriers can be categorized into five areas: (1) measures to abate economic inequities/restricted opportunities, (2) primary prevention and early age interventions, (3) identification and amelioration of learning, behavior, emotional, and health problems as early as feasible, (4) ongoing amelioration of mild-moderate learning, behavior, emotional, and health problems, and (5) ongoing treatment of and support for chronic/severe/ pervasive problems.

As also illustrated in Figure 1 and elaborated in Figures 2 and 3, the range of interventions can be appreciated by grouping them on a continuum from broadly focused primary prevention and approaches for treating problems early-after-onset through to narrowly focused treatments for severe/chronic problems. Such a continuum should encompass a comprehensive, multifaceted, and integrated continuum of community and school programs serving local geographical or catchment areas. Furthermore, it should reflect a holistic and developmental emphasis. The range of interventions focus on individuals, families, and the contexts in which they live, work, and play. A basic assumption is that the least restrictive and nonintrusive forms of intervention required to address problems and accommodate diversity should be used. Another assumption is that many problems are not discrete, and therefore, interventions that address root causes can minimize the trend to develop separate programs for every observed problem.

The potential array of preventive and treatment programs is extensive and promising. Figure 3 provides examples of relevant interventions (all of which imply systemic changes). These are grouped under six types of activities along the prevention to treatment continuum: (1) primary prevention to promote and maintain safety and physical and mental health, (2) preschool programs, (3) early school adjustment programs, (4) improvement and augmentation of regular support, (5) specialized staff development and interventions prior to referral for special help, and (6) intensive treatments. Included are programs designed to promote and maintain safety and wellness at home and at school, programs for economic enhancement, quality day care and early education, a wide range of supports to enable students to learn and teachers to teach, prereferral interventions, and systems of care for those

with severe and chronic problems. Gaps in the continuum of programs can be clarified through analyses of social, economic, political, and cultural factors associated with the problems of youth and from needs assessments and reviews of promising practices.

Unfortunately, implementation of the full continuum of programs with an extensive range of activities does not occur in most communities that must rely on underwriting from public funds and private organizations supported by charitable donations. Moreover, what programs are in place tend to be fragmented. And this means there is not the type of systemic collaboration that is essential to establishing interprogram connections on a daily basis and over time. Ultimately, such a continuum must include *systems of prevention, systems of early intervention* to address problems as soon after onset as feasible, and *systems of care* for those with chronic and severe problems (again see Figure 2). And each of these systems must be connected effectively. For example, the range of programs cited in Figure 3 can be seen as integrally related, and it seems likely that the impact of each could be exponentially increased through integration and coordination. Such connections may involve horizontal and vertical restructuring (a) between jurisdictions, school and community agencies, public and private sectors; among schools; among community agencies; and (b) within jurisdictions, school districts, and community agencies (e.g., among departments, divisions, units, schools, clusters of schools)

In recent years, policy makers have been concerned about the relationship between limited intervention efficacy and the widespread tendency for complementary programs to operate in isolation. For instance, physical and mental health programs generally are not coordinated with educational programs, and programs are not coordinated over time. A youngster identified and treated in early education programs who still requires special support may or may not receive systematic help in the primary grades; and so forth. Failure to coordinate and follow through, of course, can be counterproductive (e.g., undermining immediate benefits and working against efforts to reduce subsequent demand for costly treatment programs). Limited efficacy seems inevitable as long as interventions are carried out in a piecemeal fashion. Indeed, a major breakthrough in the battle against learning, behavior, and emotional problems may result only when the full range of programs are implemented in a comprehensive and integrated fashion. Thus, there is increasing interest in moving beyond piecemeal strategies to provide a comprehensive, integrated, and coordinated programmatic thrust (e.g., Adelman, 1993, 1996a, 1996b; Adelman & Taylor, 1993, 1994, 1997; Greenwald, Hedges, & Laine, 1996; Hodgkinson, 1989; Kagan, 1990; Lawson & Briar-Lawson, 1997; Sailor & Skrtic, 1996).

Figure 1. Addressing barriers to development, learning, and teaching: A continuum of five fundamental areas for analyzing policy and practice.

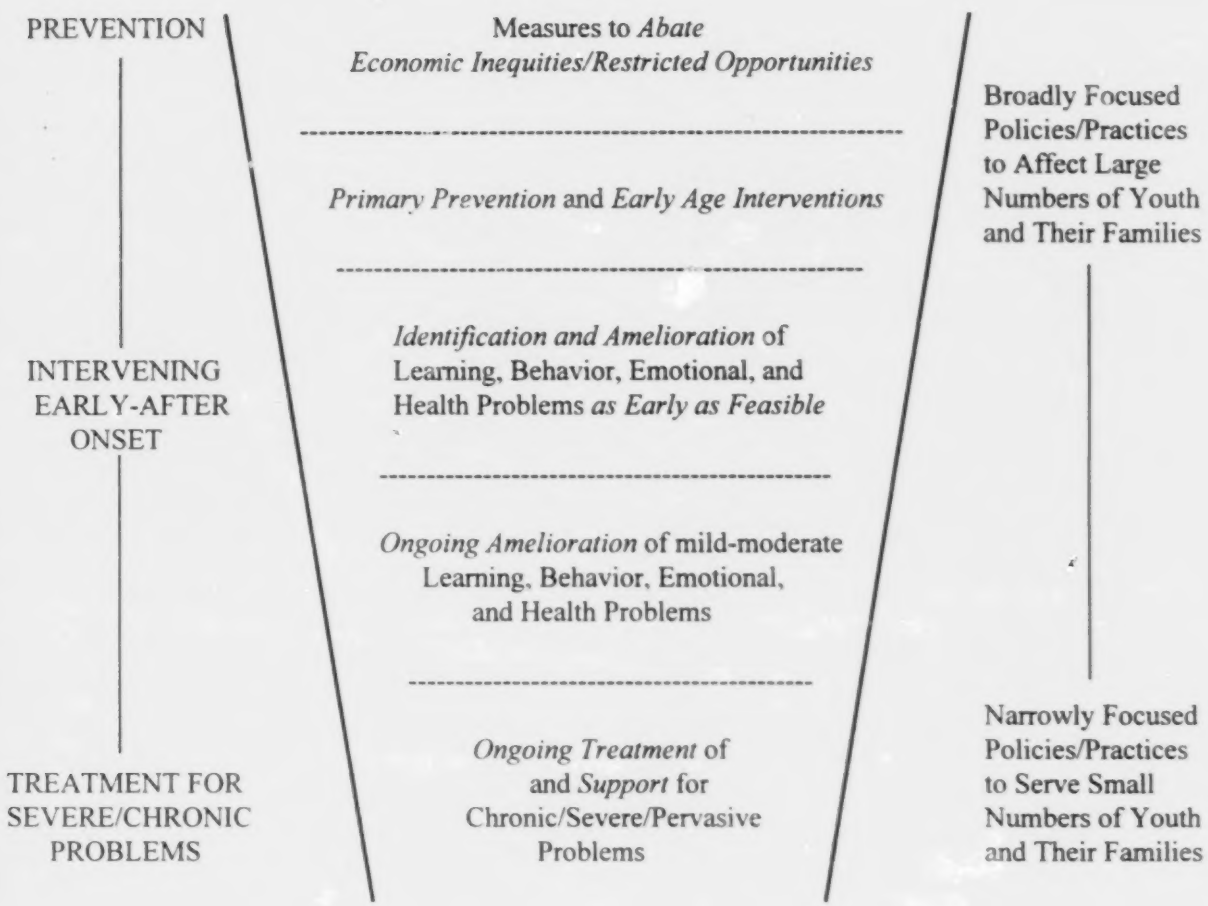
PREVENTION
INTERVENING EARLY-AFTER ONSET
TREATMENT FOR SEVERE/CHRONIC PROBLEMS
Measures to *Abate* *Economic Inequities/Restricted Opportunities*
Primary Prevention and *Early Age Interventions*
Identification and Amelioration of Learning, Behavior, Emotional, and Health Problems *as Early as Feasible*
Ongoing Amelioration of mild-moderate Learning, Behavior, Emotional, and Health Problems
Ongoing Treatment of and *Support* for Chronic/Severe/Pervasive Problems
Broadly Focused Policies/Practices to Affect Large Numbers of Youth and Their Families
Narrowly Focused Policies/Practices to Serve Small Numbers of Youth and Their Families

Figure 2. Interconnected systems for meeting the needs of all students.

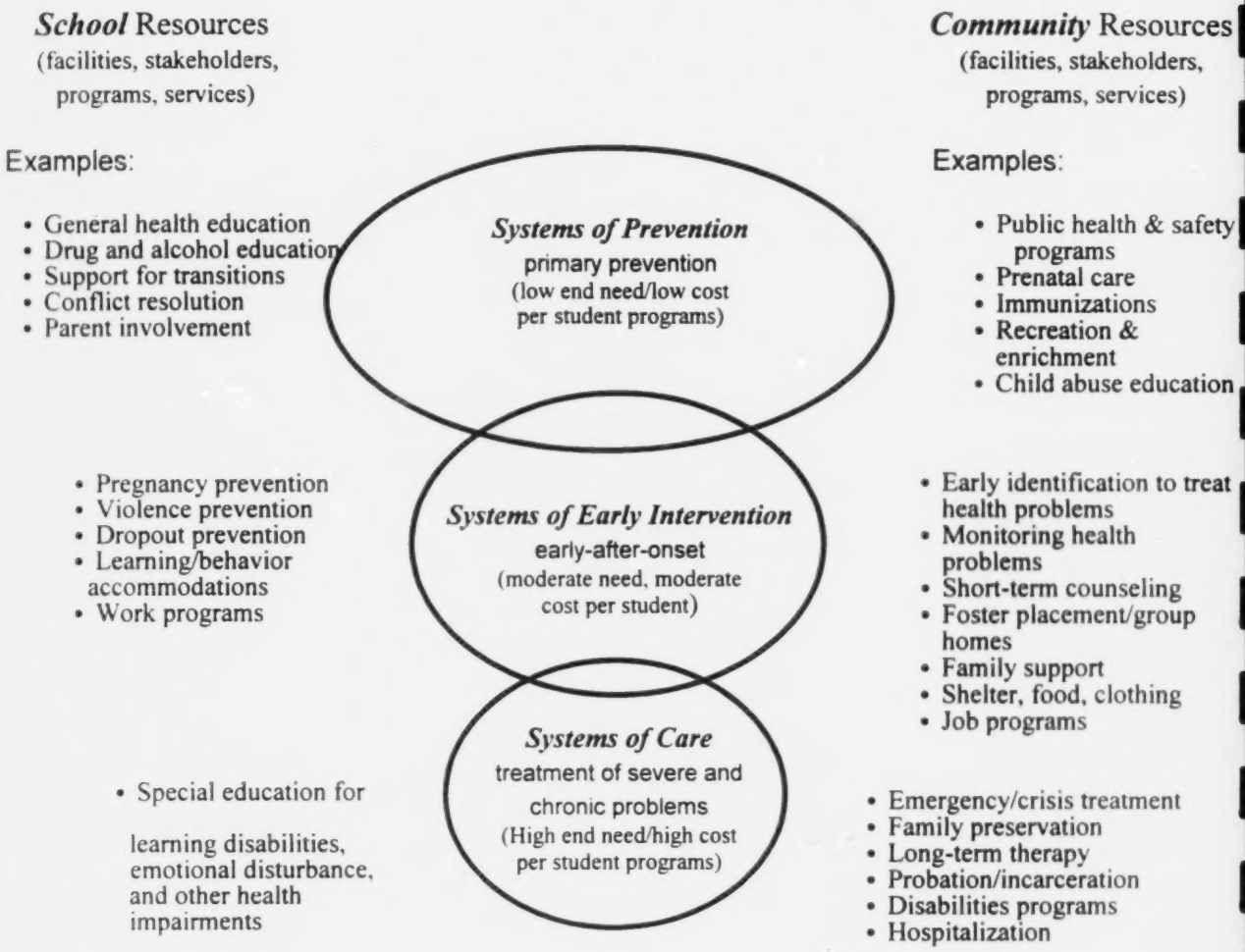

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Figure 3. From Primary Prevention to Treatment of Serious Problems: A Continuum of Community-School Programs

Intervention Continuum	*Examples of Focus and Types of Intervention* (Programs and services aimed at system changes and individual needs)
Primary prevention	1. *Public health protection, promotion, and maintenance to foster opportunities, positive development, and wellness* • economic enhancement of those living in poverty (e.g., work/welfare programs) • safety (e.g., instruction, regulations, lead abatement programs) • physical and mental health (incl. healthy start initiatives, immunizations, dental care, substance abuse prevention, violence prevention, health/mental health education, sex education and family planning, recreation, social services to access basic living resources, and so forth)
Early-after-onset intervention	2. *Preschool-age support and assistance to enhance health and psychosocial development* • systems' enhancement through multidisciplinary team work, consultation, and staff development • education and social support for parents of preschoolers • quality day care • quality early education • appropriate screening and amelioration of physical and mental health and psychosocial problems
	3. *Early-schooling targeted interventions* • orientations, welcoming and transition support into school and community life for students and their families (especially immigrants) • support and guidance to ameliorate school adjustment problems • personalized instruction in the primary grades • additional support to address specific learning problems • parent involvement in problem solving • comprehensive and accessible psychosocial and physical and mental health programs (incl. a focus on community and home violence and other problems identified through community needs assessment)
	4. *Improvement and augmentation of ongoing regular support* • enhance systems through multidisciplinary team work, consultation, and staff development • preparation and support for school and life transitions • teaching "basics" of support and remediation to regular teachers (incl. use of available resource personnel, peer and volunteer support) • parent involvement in problem solving • resource support for parents-in-need (incl. assistance in finding work, legal aid, ESL and citizenship classes, and so forth) • comprehensive and accessible psychosocial and physical and mental health interventions (incl. health and physical education, recreation, violence reduction programs, and so forth) • Academic guidance and assistance • Emergency and crisis prevention and response mechanisms
	5. *Other interventions prior to referral for intensive, ongoing targeted treatments* • enhance systems through multidisciplinary team work, consultation, and staff development • short-term specialized interventions (including resource teacher instruction and family mobilization; programs for suicide prevention, pregnant minors, substance abusers, gang members, and other potential dropouts)
Treatment for severe/chronic problems	6. *Intensive treatments* • referral, triage, placement guidance and assistance, case management, and resource coordination • family preservation programs and services • special education and rehabilitation • dropout recovery and follow-up support • services for severe-chronic psychosocial/mental/physical health problems

An Example:
Comprehensive Approaches as Applied to Concerns about Social Promotion

Everyone understands the downside of social promotion. Why then did social promotion become de facto policy in so many schools? Because the alternative often is grade retention, and everyone knows the slippery slope that produces. As John Holt (1964) cautioned long ago, if we just focus on raising standards, we will see increasing numbers who can't pass the test to get into the next grade and the elementary and middle school classrooms will bulge and the "push out" rates will surge.

Even with widespread social promotion policies, retention is rampant. A recent American Federation of Teachers' report estimates that between 15 and 19 percent of the nation's students are held back each year and as many as 50% of those in large urban schools are held back at least once. With social promotion denied, estimates are that, for example, over 10,000 public school students in Chicago face retention, and over 70,000 in North Carolina could be retained for failing to meet promotion guidelines.

Last January, an newspaper editorial cautioned:

> *. . . we don't know yet how many students will be able to meet the higher expectations California is in the process of getting set for them. Some educators have guessed that more than half of the state's 5 million public school students will fail the tests, but nobody can say for sure. And there is plenty of debate about when and for how long students should be held back. The state will need to weigh the considerable risk that some students, particularly in the upper grades, will drop out rather than repeat another year. Will there be room in the state's many already overcrowded schools to house millions of students for another year or more? With the teacher shortage already a problem, who will teach them?*
>
> (from the *Sacramento Bee*)

The editorial might also have noted that

- research has not found long-term benefits from simply retaining students -- that is most students do not catch up and those who make some gains tend to lag behind again as they move to higher grades
- when students are kept back, they exhibit considerable reactance -- displaying social and mental health problems, such as negative attitudes toward teachers and school, misbehavior, symptoms of anxiety and depression, and so forth
- most schools are ill-prepared to respond with enough proactive programs to meet the academic, social, and emotional needs of students who are not ready to move on.

What's Missing?

School reformers are among the leading advocates for ending social promotion. In its place, the prevailing wisdom is to enhance students' desire to do well at school by instituting higher standards, improving instruction, and insisting on greater accountability. For those who need something more, the focus is on adding learning supports, such as tutoring, counseling, and summer school.

The concern arises: *Will schools provide enough support?* All districts can list a variety of learning supports they offer. Some are spread throughout the district; others are carried out at or linked to targeted schools. The interventions may be offered to all students in a school, to those in specified grades, to those identified as "at risk," and/or to those in need of compensatory education. The activities may be implemented in regular or special education classrooms and may be geared to an entire class, groups, or individuals; or they may be designed as "pull out" programs for designated students.

On paper, it often seems like a lot. It is common knowledge, however, that few schools come close to having enough. Most offer only bare essentials. Too many schools can't even meet basic needs.

Schools in poor neighborhoods are encouraged to link with community agencies in an effort to expand access to assistance. The problem with this emphasis on school-linked services is that there simply are not enough public resources to go around. Thus, as more schools try to connect with community agencies, they find all available resources have been committed. Agencies then must decide whether to redeploy resources among many schools. In either case, school-linked service only expand availability to a few students and families.

Families who have the means can go to the private sector for help. Those who lack the means must rely on public policy. The sad fact is that existing policy only provides enough learning supports to meet the needs of a small proportion of students. Thus, a fundamental component is missing from the mix of interventions necessary for avoiding retention of an overwhelming mass of students. Without attending to this deficiency in public policy, pendulum swings back and forth between social promotion and retention practices are inevitable and simply amount to political responses to public outcries.

What Should Schools Do?

The basic question that must be answered is: What should schools be doing to enable *all* students to learn and *all* teachers to teach effectively? A satisfactory answer is one that ensures reforms do more than promote the interests of youngsters who already are connecting with instruction. Schools must also address the needs of those encountering barriers to learning.

Although some youngsters have disabilities, the majority of learning, behavior, and emotional problems seen in schools stem from situations where *external barriers* are not addressed. The litany of barriers is all too familiar to anyone who lives or works in communities where families struggle with low income. Families in such neighborhoods usually can't afford to provide the many basic opportunities (never mind enrichment activities) found in higher income communities. Furthermore, resources are inadequate for dealing with such threats

to well-being and learning as gangs, violence, and drugs. In many instances, inadequate attention to language and cultural considerations and high rates of student mobility creates additional barriers not only to student learning but to efforts to involve families in youngsters' schooling. And, the impact of all this is exacerbated as youngsters internalize the frustrations of confronting barriers and the debilitating effects of performing poorly at school.

Along with raising standards, schools must move quickly to develop classroom and school-wide approaches to address barriers to learning and teaching. This means working with communities to build a continuum that includes (a) primary prevention and early-age programs, (b) early-after-onset interventions, and (c) treatments for severe and chronic problems. Such a continuum is meant to encompass programs to promote and maintain safety and physical and mental health, preschool and early school-adjustment programs, efforts to improve and augment ongoing social and academic supports, ways to intervene prior to referral for intensive treatment, and provisions for intensive treatment. Such activity must be woven into the fabric of every school. In addition, families of schools need to establish linkages in order to maximize use of limited school and community resources. Minimally, schools that eliminate social promotion must deal proactively with the eight concerns outlined on the following page.

Prevention -- Eliminating the Need for Social Promotion or Retention

Eliminating the need for both social promotion and retention is certainly an area that requires the proverbial ounce of prevention. Better yet, given the pervasiveness of barriers to learning, we could use several pounds of the stuff. To these ends, there is much of relevance in any public health agenda.

From a school perspective, success is a function of what a student can and wants to do, what a teacher can and wants to do, and the context in which they meet together each day. With respect to the student part of the equation, enhancing school readiness is a top priority. Most parents with the means to do so ensure their children have a wide range of quality experiences prior to entering kindergarten. The sad fact is that the majority of students who do not meet standards for promotion come from economically impoverished families. Until the society is willing to assist all those families who cannot access essential readiness experiences, too many students will continue to appear at school unready for the challenges ahead.

With respect to the teacher part of the equation, enhancing teacher readiness must become a top priority. Despite long-standing and widespread criticism, teacher education at both the preservice and inservice levels remains a sad enterprise. Little of what goes on in the "training" prepares teachers for the difficulties so many encounter at the school site. And the problem is exacerbated by increasing teacher shortages that cause districts to hire individuals with little or no training. All teachers, and especially novices, would benefit greatly from effective mentoring on-the-job, in contrast to sitting in course-oriented programs during off duty hours. Indeed, creating true master practitioner-apprentice relationships is the key to personalizing inservice education. Despite increasing recognition of this matter, however, true mentoring is not in wide use.

Eight Key Concerns for Schools as They Eliminate Social Promotion

Prevention

**Promoting Prekindergarten Interventions*

(e.g., home and community-oriented programs to foster healthy social-emotional-cognitive development; quality day care programs; quality Head Start and other preschool programs; health and human services)

**In-service for teachers*

(Even given smaller classes in some grades, the need remains for school-based in-service programs so that teachers can enhance strategies for preventing and minimizing barriers to learning and promoting intrinsic motivation for learning at school. A key aspect involves enhancing daily on-the-job learning for teachers through strong mentoring and increased collegial teaming and assistance.)

**Support for Transitions*

(e.g., school-wide approaches for welcoming, orienting, and providing social supports for new students and families; articulation programs; enhanced home involvement in problem solving; ESL classes for students and those caretakers in the home who need them)

**School-Wide Programs Designed to Enhance Caring and Supportive School Environments*

(e.g., increasing curricular and extra-curricular enrichment and recreation programs; increasing the range of opportunities for students to assume positive roles)

Early-After-Onset Intervention

**Improving and Augmenting Regular Supports as Soon as a Student is Seen to Have a Problem*

(e.g., personalizing instruction; tutoring; using aides and volunteers to enhance student support and direction; mentoring for regular teachers regarding basic strategies for enhancing student support, introducing appropriate accommodations and compensatory strategies, and remedying mild-moderate learning problems; extended-day, after-school, Saturday, and summer school programs)

**Interventions for Mild-Moderate Physical and Mental Health and Psychosocial Problems*

(e.g., school-wide approaches and school-community partnerships to address these needs among the student body)

Provision for Severe and Chronic Problems

**Enhancing Availability and Access to Specialized Assistance for Persisting Problems*

(e.g., school-based and linked student and family assistance interventions, including special education)

**Alternative Placements*

In considering context, we must fully appreciate that learning and teaching takes place in several embedded environments: classroom, school, home, neighborhood. It seems self-evident that students and teachers need and deserve environments that are welcoming, supportive, caring, and that address barriers to learning. It is also clear that developing such environments requires effective home-school-community partnerships.

Early-After-Onset Interventions

Doing away with social promotion carries with it a responsibility to identify and provide added supports as soon as a student is seen as having problems. This is sometimes described as "just in time" intervention.

The process of identifying students who need extra assistance is not complicated. If asked, every teacher can easily point out those who are not performing up to existing standards. In some schools, the numbers already identified are quite large. The only thing accomplished by raising the standards is to increase the pool of youngsters who need extra assistance.

What is complicated is providing extra assistance -- especially in schools where large numbers are involved. Currently, in such situations, those with the least severe problems must wait until their problems become severe.

One key to improving early-after-onset responses is to provide teachers with mentors who can demon-strate how to design classrooms that match student motivational and developmental differences. Such mentoring focuses on strategies for personalizing classroom instruction, including creating small classes within big ones, using aides and volunteers to enhance student support and direction, and expanding ways to accommodate and compensate for diversity and disability.

With specific respect to accommodations, it is worth noting that Section 504 of the Rehabilitation Act of 1973 has been revitalized in the last few years. Along with the Individuals with Disabilities Education Act (IDEA), Section 504 is meant to ensure that individuals with disabilities are not discriminated against (see page 8 of this newsletter.) With the reauthorization of IDEA giving the inclusion movement a boost and with renewed interest in enforcing Section 504, there is enhanced emphasis on the topic of accommodations for those with disabilities. All this provides an invaluable window of opportunity not just to improve the ways school's accommodate individuals with disabilities, but how they accommodate *everyone*. To do so, would be in the spirit of Section 504, which after all is a piece of civil rights legislation.

By enabling the teacher to do more, it is reasonable to expect substantial reductions in the number of students who need a bit more support. Such reductions will make it more feasible to offer the remaining youngsters and families the specialized assistance they need. Such an approach also provides a functional strategy for identifying the small group of youngsters whose problems are severe and chronic and who thus require intensive interventions and may even need alternative placements.

Concluding Comments

If moves toward higher standards and eliminating social promotion are to succeed, every school needs a comprehensive and multifaceted set of interventions to prevent and respond to problems early-after-onset. Without such programs, these initiatives can only have a detrimental effect on the many students already not connecting with literacy instruction. Unfortunately, establishing such approaches is excruciatingly hard. Efforts to do so are handicapped by inadequate funding, by the way interventions are conceived and organized, and by the way professionals understand their roles and functions. For many reasons, policy makers currently assign a low priority to underwriting efforts to address barriers to learning. Such efforts seldom are conceived in comprehensive ways and little thought or time is given to mechanisms for program development and collaboration. Organizationally and functionally, policy makers mandate, and planners and developers focus on, specific programs. Practitioners and researchers tend to spend most of their time working directly with specific interventions and samples. Not surprisingly, then, programs to address learning, behavior, and emotional problems rarely are comprehensive, multifaceted, or coordinated with each other. The current state of practice cannot be expected to change without a significant shift in prevailing policies.

Of particular importance is school district policy. School boards and superintendents need to revisit the many fragmented and marginalized policies that are reducing the impact of programs and services designed to enable learning. If we are to do more than simply retain students, reform and restructuring efforts must encompass a "learning supports" (or "enabling") component. Such a component must be treated as a high priority so that it is integrated as an essential facet of all initiatives to raise student achievement.

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Appendix B

Reported Examples of Successful School-Community Initiatives

Lisbeth Schorr (1997) in her book entitled *Common Purpose: Strengthening Families and Neighborhoods to Rebuild America* (New York: Anchor Books) highlights programs that work. Below are some examples from her book -- plus two others.

Among the community-based programs that link with schools are:

(1) ***New York's Beacon Schools***

These program exemplify the move toward full-service schools and community-building. They target neighborhoods in which the first step in community building is to transform schools into community centers available to adults 356 days of the year. The program has expanded to 37 sites in New York, and initiatives are underway to pursue similar models in Chicago, Little Rock, Oakland, and San Francisco. Evaluative data are just beginning to emerge. Schorr (1997) notes that at one site, P.S. 194, "Academic performance at the school has improved dramatically, rising from 580th out of 620 city elementary schools in reading achievement in 1991 to 319th three years later. Attendance also has improved, and police report fewer felony arrests among neighborhood youth." These results are attributed to the combination of school reforms, the Beacons project efforts, and other city-wide efforts to address problems. (pp. 47-55)

(Relevant reference: Cahill, M., Perry, J., Wright, M., & Rice, A. (1993). *A documentation report of the New York Beacons initiative*. New York: Youth Development Institute.)

(2) ***Missouri's Caring Communities Initiative***

This is a partnership among five state agencies and several local communities and school districts. Starting in 1989 at Walbridge Elementary School in St. Louis, the initiative was expanded to over 50 sites in 1995. As described by Schorr, "Families in crisis are linked with intensive in-home supports and services. Children having difficulty at home or in school can get tutoring and attend afterschool programs and summer camps. For older children, the community center offers fitness classes, homework help, Ping-Pong and pool, and Saturday night dances. Karate classes instill discipline and allow older students to mentor and demonstrate their mastery to younger ones. ... A coherent set of support services is available, from short-term financial help to pre-employment training, GED classes, and respite nights. ... Many parents have become active in school parent organizations and volunteer work, and some hold jobs in the school. Others have come to see it as a refuge and comfortable place to spend time. . . . Perhaps the most striking part of the St. Louis program is how successfully professionals are working with community residents to purge the community of drug influence. . . . The initial success of Walbridge Caring Communities persuaded Governor Mel Carnahan to issue an executive order in November 1993 to institutionalize the changes, creating a new alliance to further the collaborative efforts of the agencies involved. Called the Family Investment Trust, it has a board of directors that includes five cabinet officers as well as community leaders. The trust is now a policy-setting body that serves as the vehicle for collaborative decision making and for technical assistance to help state agencies support community partnerships." Currently, the initiative is taking steps to improve the ways it is woven together with school reform throughout the state. (pp. 96-102)

(Relevant reference: Center for the Study of Social Policy (1996). *Profiles of Missouri's Community Partnerships and Caring Communities*. Washington, DC: Author.)

(3) ***Avancé***

This is a community-based early childhood program that focuses on two generations simultaneously in an effort to get young children from low-income families ready for school. The program began in San Antonio in 1973 and has spread to over 50 sites. As Schorr notes: "Through weekly home visits, parenting workshops, and family support centers with on-site nurseries and top-notch early childhood programs, parents who have felt overwhelmed, depressed, and powerless gain control of their lives and radically change their own and their children's prospects." The program encourages parents to make connections with neighbors and other families. They attend workshops where they learn to make simple, inexpensive toys that help stimulate learning at home. The program ". . . helps parents to complete their formal education, improve their English, and sometimes to control their anger. It also helps train and place them in jobs.... Avancé has won national acclaim not only for passing literacy from parent to child, but also for helping to reduce child abuse, mental health problems, and juvenile crime. In a population that had dropout rates of 70 and 80 and 90 percent, long-term follow-up studies show that 90 percent of Avancé children are graduating from high school and half go on to college" (pp. 238-239).

(Relevant reference: Shames, S. (1997). *Pursuing the dream: What helps children and their families succeed.* Chicago: Coalition.)

Among the school-based programs that link with community resources are:

(4) ***California's Healthy Start***

This program is not cited by Schorr. It is a school-based collaborative program that outreaches to community resources to bring them to or improve their linkages with the school. In many cases, the school creates a service hub for families such as a Family Resource or Parent Center. A major evaluation by SRI International focused on 65 sites funded in 1992 and 1993 with an emphasis on results for children and families and schools. In terms of collaboration, 97% of the collaboratives included members from county service agencies, 84% included representatives from other public sector organizations, such as juvenile justice and police, 97% included representatives from nonprofits and private business. Some of the findings:

- improved student grades for K-3 students
- increased attendance for K-3 students
- principals report a 3 % increase in standardized tests of reading and math
- mobility rates of students and families decreased by 12%
- increased number of families with health insurance
- decrease in reliance on emergency room use
- fewer incidents of treatment for illness or injury (suggesting better prevention)
- reports of need for food, clothing, and emergency funds decreased by half in most cases
- a reduced need for child care
- school staff at 67% of the sites reported increased parent interest in school-related activities
- declines in reported mental health related problems

(A full description of the evaluation results are presented in 4 volumes which are available from SRI International by calling 415/859-5109.)

(5) ***Schools of the 21st Century*** and ***CoZi***

As originated by Ed Zigler and expanded to encompass the work of James Comer, both versions of this program use public schools as the site of full-day high-quality child care for 3-5 year olds and as the hub for a range of services. A sliding fee scale is used so that all children can be served regardless of family income. The model has been adopted by over 400 schools in 14 states; (the CoZi version is in about 14 sites). An evaluation of the CoZi model at a school in an elementary school in Virginia that serves low-income families found "higher test scores and a 97 percent attendance rate" (pp. 239-241)

(Relevant reference: Kagan, S.L. & Zigler, E. (Eds.) (1987). *Early schooling: The national debate.* New Haven: Yale University Press.)

(6) ***The Urban Learning Center Model at Elizabeth Learning Center***

With the full commitment of the school staff, the Los Angeles Unified School District's administration, the teacher's union, and a variety of community partners, a "break-the-mold" school reform initiative was set in motion in the small city of Cudahy, California. In pursuit of this educational imperative, the New American Schools Development Corporation and the district's reform movement (called LEARN) played a catalytic role in transforming a former elementary school into the Elizabeth Learning Center. The ongoing, intensive commitment as the various school and community partners is producing a pre-K through 12 urban education model that the U.S. Department of Education recognizes as an important *evolving* demonstration of *comprehensive* school reform. This recognition has resulted in the design's inclusion, as the *Urban Learning Center Model*, in federal legislation for comprehensive school reform as one of 22 outstanding models that schools are encouraged to adopt. Moreover, the design already has contributed to adoption of major new directions by the California State Department of Education and by the LAUSD Board of Education (e.g., each has adopted the concept of *Learning Support).*

Efforts at Elizabeth Learning Center are pioneering the process of moving school reform from an insufficient two component approach to a model that delineates a third essential component. That is, the design not only focuses on reforming (1) curriculum/instruction and (2) governance/ management, it *addresses barriers to learning* by establishing (3) a comprehensive, integrated continuum of *learning supports*. As it evolves, this Learning Support (or Enabling) Component is providing local, state, and national policy makers with an invaluable framework and concrete practices for enabling students to learn and teachers to teach. Key to achieving these educational imperatives is a comprehensive and ongoing process by which school and community resources are restructured and woven together to address barriers to learning and development.

By calling for reforms that fully integrate a focus on addressing barriers, the concept of an Enabling or "Learning Supports" Component provides a unifying concept for responding to a wide range of psychosocial factors interfering with young people's learning and performance and encompasses the type of models described as full-service schools -- and goes beyond them in defining a *comprehensive* component for addressing barriers to learning and promoting healthy development. That is, besides focusing on barriers and deficits, there is a strong emphasis on facilitating healthy development, positive behavior, and assets building as the best way to prevent problems and as an essential adjunct to corrective interventions. Emergence of a comprehensive and cohesive Enabling or Learning Supports Component requires policy reform and operational restructuring that allow for weaving together what is available at a school, expanding this through integrating school, community, and home resources, and enhancing access to community resources by linking as many as feasible to programs at the school.Ultimately, this will involve extensive restructuring of school-owned enabling activity, such as pupil services and special and compensatory education programs. In the process, mechanisms must be developed to coordinate and eventually integrate school-owned enabling activity and school and community-owned

resources. Restructuring must also ensure that the component is well integrated with the developmental/instructional and management components in order to minimize fragmentation, avoid marginalization, and ensure that efforts to address problems (e.g., learning and behavior problems) are implemented on a school-wide basis and play out in classrooms.

Operationalizing such a component requires formulating a delimited framework of basic programmatic areas and creating an infrastructure to restructure enabling activity. Such activity can be clustered into six interrelated areas: (1) classroom-focused enabling which focuses specifically on classroom reforms that help teachers enhance the way they work with students with "garden variety" learning, behavior, and emotional problems as a way of stemming the tide of referrals for services; (2) support for transitions such as providing welcoming and social support programs for new students and their familes, articulation programs, before and after school programs; (3) crisis response and prevention; (4) home involvement in schooling; (5) student and family assistance which encompasses provision of a full range of health and human services offered in the context of a family resource center and a school-based clinic; and (6) community outreach which includes an extensive focus on volunteers.

Extensive progress has been made in designing the Elizabeth Learning Center. But there is much more to be done, and several critical facets are just being developed. Two integrally related program areas are among the many where a good foundation has been laid, and the site can now make great strides forward. One area encompasses efforts to enhance *school readiness* (e.g., by adding Head Start); the other area focuses on improving the educational and vocational opportunities of adult family members (e.g., by expanding the nature and scope of adult education at the school and by fostering employment.) Furthermore, through an integrated approach to these concerns, there will be an increased presence of the adult community on campus. (Early in the reform process the site developed a contract with the local community adult school and began offering ESL classes, pre-GED preparation, citizenship, computer literacy, and parenting and parent leadership training. Over 1000 adults weekly attend classes from 7:30 a.m. to 9:00 p.m. Two parent cooperative child care centers are available day and evening to enable parent attendance.) Such additions should contribute in many ways to the educational mission. For example, it can reduce student misbehavior, and this, along with observation of the commitment to education and career preparation of adults from the community, can allow for greater involvement of students in classroom learning.

(Relevant references: Urban Learning Center Model (1998). *A design for a new learning community*. Los Angeles: Los Angeles Educational Partnership. Also see: H.S. Adelman & L. Taylor (1997), Addressing barriers to learning: Beyond school-linked services and full-service schools. *American Journal of Orthopsychiatry, 67*, 408-421.)

Schorr (1997) concludes her analysis of the type of programs described above with what she suggest is an emerging new synthesis. She states: "The new synthesis rejects addressing poverty, welfare, employment, education, child development, housing, and crime one at a time. It endorses the idea that the multiple and interrelated problems . . . require multiple and interrelated solutions." She describes five neighborhood efforts as promising examples of "the current surge of community rebuilding:" (1) Baltimore's Community Building in Partnership in Sandtown-Winchester, (2) the Comprehensive Community Revitalization Program and the South Bronx Community Development Corporation, (3) the Savannah Youth Futures Authority, (4) Newark's New Community Corporation, and (5) empowerment zones.

Appendix C

Melaville and Blank's Sample of School-Community Partnerships

The following 20 profiles are from *Learning Together: The Developing Field of School-Community Initiatives.*(1998). Atelia Melaville, author; Martin Blank, project director. The work was prepared by the Institute for Educational Leadership and National Center for Community Education in partnership with Center for Youth Development and Policy Research and Chapin Hall Center for Children at University of Chicago. Supported by the Charles Stewart Mott Foundation.

The projects profiled on the following pages are:

- Alliance Schools Initiative (Texas)
- Beacons Schools (New York, NY)
- Birmingham Community Schools (Birmingham, ALA)
- Bridges to Success (Indianapolis)
- Caring Communities (Missouri)
- Children's Aid Society Community Schools (New York, NY)
- Communities in Schools, Inc. (Alexandria, VA)
- Community Education Centers (St. Louis, MO)
- CoZi Project (Yale University Bush Center)
- Child Development & Social Policy (New Haven, CT)
- Family Resource and Youth Centers (KY)
- Family Resource Schools (Denver, CO)
- Full Service Schools (Jacksonville, FLA)
- Healthy Start (CA)
- New Beginnings (San Diego, CA)
- New Visions for Public Schools (New York, NY)
- School-Based Youth Services Program (NJ)
- Readiness-to-Learn Initiative (WA)
- Vaughn/Pacoima Urban Village (San Fernando, CA)
- West Philadelphia Improvement Corps (Philadelphia, PA)

Alliance Schools Initiative (Texas)

The Texas Interfaith Education Alliance initiative started in 1992 and now includes 89 schools throughout the southwest part of Texas. It reflects the vision of the Industrial Areas Foundation (IAF), a network of broad-based, multiethnic, interfaith organizations in low income communities aimed at building the capacity of residents to restructure the allocation of power and resources in their communities. The purpose of the Alliance is to develop a community-based constituency working to strengthen schools by restructuring relationships among school and community stake-holders. Partners include IAF, the Texas Interfaith Education Fund, the Texas Education Agency, school districts, school staff, parents and community leaders.

IAF organizers paid for by local IAF organizations meet with parents, educators and community leaders over an extended period. The purpose of these meetings is for participants to consider school and neighborhood issues, to develop a strong leadership network, and to decide whether they really want to rethink and redesign the way their school educates children. In order to become an Alliance school, teams must make a public commitment of their intention to work together.

In return, the Texas interfaith Education Alliance provides on-going training for school staff and community members on educational innovations and team building , and the Texas Education Agency agrees to exercise maximum flexibility in granting waivers and other exceptions necessary for schools to implement changes.

School-community teams have developed neighborhood efforts to counter gang violence and ease racial tensions; introduced tutorial and scholarship opportunities; developed after-school and extended-day programs; and made substantive changes in curriculum, scheduling and assessment methods.

Beacons Schools (New York, N.Y)

Beacons are school-based community centers located throughout all five boroughs of New York City. They grew out of recommendations made in 1991 by a blue-ribbon panel charged with developing a citywide anti-drug strategy. Beacons emphasize the view that positive outcomes for youth result from opportunities to develop their talents and potential. In combination with communitywide support services and closer connections between home and school, these opportunities are intended to improve educational achievement.

Ten of the city's poorest neighborhoods were identified with the idea of creating safe "havens" in school buildings for children, youth and families, open seven days a week, 16 hours a day, year-round

Currently, 40 Beacons are in operation. The City Council recently approved nearly 38 more. Each receives city funding of about $400,000 annually, and most leverage much more in relocated and in-kind services. Since the original start-up round, all sites have been chosen in close consultation with local school districts and building administrators, and managing agencies work with cross-sector community advisory councils to ensure that activities address community needs.

Individual centers offer a mix of services, recreation, education and cultural activities. Beacons give young people a chance to take part in drama and theater groups, develop their leadership skills, take music lessons, sing in a chorus, and give back to their neighborhoods through community service. Family support and health services, employment preparation, and, in some cases, on-site college credit classes, create an environment full of possibilities for 70,000 students every year.

Birmingham Community Education (Birmingham, Alabama)

The Birmingham School District began exploring the idea of developing a community school program in the mid-1960s. The first center opened in 1971 with seed money from the Greater Birmingham Foundation. Today there are 18 community centers, primarily located in public schools, that serve 130,000 residents annually. The program has several related goals: to provide community residents with lifelong learning opportunities; to cooperate with other community agencies to provide health, education, cultural and recreational opportunities at accessible central locations; and to involve the community in the educational process.

Now supported by regular allocations from the City Council and the Board of Education, Birmingham offers

classes and activities for every age group. Cooperative arrangements with city agencies and special grants help centers provide a wide array of services on site and address issues such as illiteracy, unemployment, substance abuse, teen pregnancy and homelessness. Advisory Councils at each site feed into a citywide council that helps the school district set policy and direction for the initiative.

This network of more than 450 actively engaged volunteers reflects the strength and community ownership that has made Birmingham the largest community education program in the state. They have been successful, say initiative representatives, because they have learned "to educate the whole community in the community's business."

Bridges To Success (Indianapolis, Indiana)

In 1991, the United Way of Central Indiana Board of Directors adopted a long-range strategic plan focused on Families and Children at Risk. Bridges To Success (BTS) grew out of this commitment. It was designed to increase the educational success of students by better meeting their non-academic needs and eventually to establish schools as life-long learning centers and focal points in their communities. Up until recently serving 3,600 students in a six-site pilot project, BTS is in the process of a major expansion into 28 schools, including seven middle schools and one high school with a total enrollment of 20,000.

Oversight is provided by the BTS Council, a collaborative body of institutional partners and service providers, nonprofit organizations, business leaders, principals, parents, and students. The United Way and the Indianapolis Public Schools (IPS) provide day-to-day management, with IPS paying for the five agency school coordinators. Planning, allocations and marketing staff have been assigned to support BTS work teams. The United Way board has strengthened its commitment by earmarking youth development as a funding priority and setting aside $250,000 of a newly created Targeted Initiatives Fund to assist BTS in leveraging collaboration and partnerships among member agencies.

The current expansion eventually will involve all]PS schools at some level of services. "Covenant" schools, which agree to participate fully in the BTS model, will receive customized brokering services through coordinators assigned to groups of schools within each of five IPS attendance boundaries. As in its pilot project, these BTS schools will connect students and families with a wide range of services and youth development activities. Schools that opt for a lesser degree of involvement may participant in other systemwide BTS services, such as grant-writing support or scholarships for training of IPS personnel.

Caring Communities (Missouri)

Missouri's Caring Communities approach began as a demonstration project in 1989 at Walbridge Elementary School in St. Louis. It was launched by the directors of Missouri's major human service agencies after numerous conversations with the Danforth Foundation. The idea was to use foundation money to help communities leverage substantial state dollars they were already receiving to design their own more responsive and comprehensive delivery systems.

At Walbridge, a project director pulled together a local advisory council and with the full participation of the principal began to think through an approach that would not only deliver services but also articulate and strengthen community values. A mid-level interagency staff team was established to help cut through bureaucratic barriers keeping them from implementing their vision. State dollars, which often came with major strings attached, were delivered first to"pass-through" agencies and then to the site, thus allowing the initiative more flexibility in how funds could be used.

In 1993, an executive order created the Family Investment Trust, a state-level, public-private partnership charged with developing new relationships among the state, its communities and families, and producing better results for children and families. The success of the Walbridge demonstration led to the adoption of Caring Communities as its primary service delivery strategy. In 1 995, the General Assembly appropriated $21.6 million to be pooled among five state agencies to support comprehensive, school-linked service delivery.

There are now 64 Caring Communities adaptations throughout the state. Their work is overseen by local Community Partnerships, collaborative bodies authorized by the state to organize and finance services to

families and children. Though based on the Walbridge demonstration, each of these Caring Communities efforts is distinct and reflects local values and concerns. Their approaches are similar in their commitment to activities, services and supports that are flexible, family-focused, and designed to build on strengths and produce measurable results.

Children's Aid Society, Community Schools (New York, NY)

The Children's Aid Society (CAS) Community Schools (PS. 5, PS. 8, I.S. 218 and I.S. 90) in northern Manhattan are the result of partnerships between CAS, the New York City Board of Education, the school district and community based partners. The aim is to develop a model of public schools that would combine teaching and learning with the delivery of an array of social, health, child and youth development services that emphasizes community and parental involvement.

With an annual budget of $5 million, the program serves more than 7,000 students and their families -- largely low income immigrants. it provides on-site child and family support services, from health-care clinics and counseling to recreation, extended education -- both before and after school -- summer programs, early childhood and Head Start programs, adult classes, job training, immigration services, parenting programs, and emergency assistance. Services are offered from 7 a.m. to 10 p.m. year round.

But CAS has not created a school within a school. The goal is to help strengthen the educational process for teachers, parents and students in a seamless way. Thus, at each school, the site director, employed by CAS, works as an equal partner with the principal on integrating their concerns and expertise to achieve this common goal.

Communities in **Schools,** Inc (Alexandria, Virginia)

Communities in Schools, Inc. (CIS) is a national organization that provides a flexible approach/process for states and localities interested in building school-community partnerships. Formerly know as Cities In Schools, CIS offers information, training, technical support and linkages to a national network of local, independent CIS sites and affiliates across the country. CIS encourages innovation and the sharing of best practices and awards, special grants and nationally leveraged resources to members of its network. Supported by both public and private dollars, CIS awarded more than $3.3 million to state and local programs participating in time-limited national initiatives in 1996. Grants were targeted at seeding local sites, developing programmatic initiatives and building self-sufficiency at CIS initiatives.

The more than 135 local CIS initiatives in 33 states and Washington, D.C., are governed by independent, public-private partnerships incorporated as not-for-profit (50lc3) organizations. These boards adapt the CIS process to local needs by identifying and brokering community resources and raising 95-100 percent of local operating costs. At the site level, teams of assigned and relocated/ repositioned staff work with teachers, school personnel and community volunteers, which are service hubs in a community-wide support system.

The process becomes a bridge that connects schools and their communities to students and families. Across this bridge travels a variety of health, social and family services plus an assortment of other programs, volunteers, mentors and tutors.

The shared mission is to bring services into schools; connect young people to caring adults, and see to it that young people stay in school, develop skills and contribute to their communities. Sixteen state CIS organizations also operate to replicate the CIS stay-in-school approach and secure state support for local programs. CIS partnerships, operating in more than 1,500 school sites, serve more than 350,000 children and their families.

Community Education Centers (St. Louis, Missouri)

Community Education Centers in St. Louis were established in 1968. The current initiative, launched in 1994, reflects a shift from adult education and community recreation to a much more focused approach on service delivery, student outcomes and collaboration with other agencies. In calling for these changes, the school

board pointed out that "in order for schools to make substantial improvement in the education of urban children, there must be improved delivery of social and health services.

This shift has resulted in closer connections between the K- 1 2 academic program and community education's expanded focus on human services efforts, and has led to greater involvement in community problem-solving. Currently 16 Community Education Centers offer free and fee-for-service activities to 18,000 residents annually, including, for example, parenting and family resource services, summer academies focused on cultural awareness, neighborhood involvement in asset mapping and problem-solving, and a wide range of recreation and community education classes.

Community Education Program (St. Louis Park, Minnesota)

Community education and school-linked services have been a prominent part of community life in St. Louis Park since 1971. In that year, the city and board of education adopted a formal joint powers agreement establishing the operation and funding base for a new community education program. Today, as then, its mission is to enhance the community's quality of life through lifelong learning and empowerment of its people. Over the years, the initiative has stayed responsive to community needs by honoring change and diversity, building community, acting as a catalyst for collaboration among all sectors of the community, and developing support systems to strengthen K- 12 education and student achievement.

There are currently 10 community education centers in operation at schools and community centers throughout the city. Fees constitute more than half of the initiative's revenue with another 20 percent derived from a state-authorized local levy designed to support general community education.

Citizen participation in the design and direction of its programs is a hallmark of the St. Louis Park program. Although administered by the school district, the community education program derives substantial support and guidance from a large, citywide Advisory Council. This volunteer board is composed of representatives from public- and private-sector institutions, businesses, and youth. Dozens of programs and services are offered in a number of program areas including early childhood family education, child care, learning readiness, literacy, youth development and recreation. A set of program-oriented advisory councils work with the citywide group and individual centers to ensure that offerings reflect current research and innovative approaches.

CoZi Project (Yale University Bush Center, New Haven, Connecticut)

Conceived of and implemented in 1992, CoZi links two existing initiatives and builds on the momentum of each. The School Development Program (SDP), developed by James Comer, is primarily a decision-making, governance model. it engages parents and school staff in teams based on collaboration, consensus decision-making and "no fault" problem-solving. Since 1968 more than 600 schools have used SDP to become more inclusive and participatory. In 1987, Edward Zigler designed Schools of the 2 1 st Century, a school-based service delivery model to provide preschool education, child care and special outreach to families with children from birth to age 3. Both initiatives are grounded in the importance of fostering children's total development.

CoZi advances SDP's efforts to engage parents more directly in the management and control of their schools by offering support and services that can make that participation possible. Conversely, it provides a decision-making model for Schools of the 2 1 st Century to expand services and introduce principles of development throughout the curriculum.

Family Resource and Youth Services Centers (Kentucky)

Kentucky's school-linked, service coordination strategy was established as part of the state's Education Reform Act of 1990. In response to a state Supreme Court ruling that declared Kentucky's entire system of education unconstitutional, sweeping curriculum, governance and finance reforms were enacted. The result was both additional revenue for education and new incentives for collaboration. With these in place, the state decided to build on the successes of an earlier but unfunded state effort, the Kentucky Interagency Delivery System (KIDS), to encourage coordinated service delivery at school sites.

State funding appropriated to the Kentucky Department of Education is administered by the Cabinet for Families and Children. Schools with more than 20 percent of students eligible for free or reduced price lunch are provided $65,700 per year to help implement and maintain Family Resource Centers in elementary schools and Youth Services Centers in middle schools and high school. Full-time coordinators are expected to coordinate, develop and broker a wide range of services.

Family Resource Centers emphasize family support like child care for preschool and school-age children, education for new parents, training for day-care providers, and referral services. Youth Services Centers focus on the needs of young people through employment counseling, training and placement; summer and part-time job development; substance abuse and mental health counseling; and drug and service referrals. Nearly 600 schools are funded.

Family Resource Schools (Denver, Colorado)

Developed in 1989, Denver's Family Resource Schools (FRS) project is a partnership among parents, schools, the City of Denver, the Board of Education, private industry, foundations and human service providers. its mission is to strengthen the capacity of families and communities to support children's learning, by forging school-community partnerships, helping to remove the non-educational barriers that interfere with educational achievement and offering additional academic activities to accelerate student learning.

The project, based on the work of Edward Zigler and his Schools of the 21st Century, is organized around comprehensive family-support and child-development services. Activities vary from site to site but may include on-site case management, before- and after-school programs, child care for all programs and activities, support groups, and mental health services. In addition, each of Denver's 14 Family Resource Schools provides activities in four other core areas: adult education and skill-building, parent education, student growth and achievement, and staff development. Within this framework, individual schools design packages of supports and services that best meet local needs. Centers offer activities on a 12-month, morning-to-evening basis. Tutoring, mentoring, summer programs and home learning for students are combined with family math and science activities, family nights at the art museum, foster grandparent mentoring, and community gardens.

The Denver School District administers the project with advice from a cross-sector Executive Committee. Collaborative Decision-Making Teams at each school guide site-level planning and implementation- Since its inception, FRS has made considerable headway in developing programs, engaging parents, mobilizing community resources and creating community awareness of familysupport principles. The state has pointed to the project as an exemplary model of the kind of comprehensive, coordinated approach envisioned in its Strategic Plan for Families and Children. The school district has established a goal of bringing the number of FRS in the city to 30 by year 2000.

Full Service Schools (Jacksonville, Florida)

Beginning in 1992 as part of a state initiative to bring services to high-risk students, Jacksonville's Full Service Schools (FSS) are housed in five neighborhood high schools. Site teams from city and county public agencies provide access to crisis treatment and a ring of complementary counseling and support services is targeted at children and families experiencing domestic, behavioral and economic problems. Students from elementary and middle schools in surrounding neighborhoods, as well as high school students, are referred by teachers, community agencies and parents.

Originally, FSS operated as a partnership between two primary agencies, the Duval County School Board and the Department of Children and Families. The Jacksonville Children's Commission has since become a strong funding partner, and the United Way serves as home agency for initiative staff as well as a funder for youth services. Each school is governed by a cross-sector site team composed of parents, teachers, students, principals and residents. Teams make initial recommendations on which services and which providers should be funded using dollars provided by the United Way's Community Solutions Fund as well as flexible funding provided by the State Department of Children and Families. More than 2,000 students and families have been served in Duval County, and the concept has been adapted in several surrounding counties.

Healthy Start (California)

Healthy Start, one of the nation's largest school-linked initiatives, grew out of the Healthy Start Support Services for Children Act passed by the California Legislature in 1991. Its intent is to remove the barriers to young people's academic performance by assisting local communities to improve the access of students and their families to a comprehensive range of high quality supports and services. Nearly 300 operational grants have been awarded to sites involving more than 800 schools and more than 600,000 children throughout the state. Ninety percent of the schools that receive state funding must meet eligibility requirements. At the elementary level, at least 50 percent of the student body must be from families with either very low income or limited English proficiency; 35 percent must meet these requirements in junior and senior high schools.

State funding, administered by the California Department of Education ranges from $50,000 for planning grants to as much as $400,000 for operational grants over a three- to five-year period. in most sites, the bulk of it is used not to purchase services but to help local collaboratives develop mechanisms to deliver existing services at school-linked locations more effectively. Localities are expected eventually to assume the full cost of maintaining and institutionalizing these systems.

Sites vary in their activities, services and support, but an average site offers a wide variety, with education-related services among the most common. In addition, services to help families meet basic food, clothing and shelter needs; to improve family functioning through child care, child protective services and parenting classes, to address preventive and acute health needs; to foster employment through career services, counseling and job training; and to provide recreational opportunities, are widely available.

New Beginnings (San Diego, California)

San Diego's New Beginnings initiative was launched in 1988. It began as an interagency forum in which CEOs of key city and county agencies, the school district, and an area community college could explore better ways of meeting the needs of the children and families they served.

In 1990, they chose a high poverty area surrounding a single elementary school and conducted a feasibility study to determine the effectiveness of current service delivery methods. With that information in hand, agencies designed and redirected dollars to help fund a school-linked demonstration project. Its purpose was not only to connect families to integrated services but also to provide a continuing source of information to the interagency oversight body about gaps and overlaps in services and areas in which policy-level changes were needed to provide more effective service delivery, systemwide.

Organized around a case management approach, New Beginnings seeks to improve results for participating families by providing a wide range of services including preventive health care, literacy and translation support, parent education, and referral services. It has also continued to leverage change among the institutions that serve families throughout San Diego city and county. For example, by developing a process of direct certification, the initiative has made it much easier for school districts to determine student eligibility for free or reduced price meals. New Beginnings is also playing a key role in a regional data-sharing project, which will allow individuals in authorized agencies to share data necessary to better serve children and families.

New Visions for Public Schools (New York, NY)

New Visions is a privately subsidized effort to create small, nurturing, academically strong schools throughout the New York City school system. Founded in 1989 as the Fund for the New York City Public Education, New Visions for Public Schools works with educators. In 1992, the fund sent out 16,000 letters inviting a wide variety of interested New Yorkers to help design new educational settings. The fund ran technical assistance workshops and trips to successful New York City schools to help community-based teams develop their own ideas. Nearly 300 proposals were submitted by parent organizations, education officials, teachers, community organizations, unions, colleges and universities, and students. Sixteen were eventually selected for implementation grants. Today, 41 of an anticipated 50 schools are in operation. New Visions funding allows these public schools to supplement school district support and to leverage additional cash and in-kind resources.

No two New Visions schools are the same. Each one is organized around a distinctive and unifying theme. Local 1199 School for Social Change, for example, is a four-year high school developed by a hospital and health care employees union. About 350 students study a comprehensive curriculum organized around public policy development, public health issues and the history of the labor movement. An adolescent and family health-care clinic and training program for medical residents operates on site and provides services to students and their families. Along with other community health facilities, community organizations and labor-affiliated organizations, the clinic provides a laboratory in which students can directly experience the issues they are studying in class.

Students build strong basic and conceptual skills in an entirely different way at the New York City Museum School. There, 151 students spend three days a week at participating museums moving among exhibits that shape and bring to life an interdisciplinary curriculum. What pulls these and other New Visions schools together is their small size, their close connection to the community and the high expectations they have for their students.

Readiness-to-Learn Initiative (Washington State)

In 1990, a governor's task force on reforming education observed that not all children across the state entered school on equal footing. In 1993, the state's Education Reform Act authorized a Readiness to Learn initiative, and $8 million in state funding was appropriated to fund 21-month grant proposals from local, community-based consortia to ensure that children come to school on their first day and every day thereafter ready to learn. Localities were expected to use Readiness to Learn funding as seed money to promote collaboration among public and private providers and the creation of new delivery systems to better meet the needs of children and their families.

Twenty-two communities were initially selected for funding by the Family Policy Council, a collaborative effort of five state agencies committed to integrated family services -- the departments of education, social services, health, labor and economic development. The Department of Public Instruction administers the grants. Local collaboratives are free to pursue a wide range of strategies as long as they lead to activities that are family-oriented, culturally relevant, coordinated, locally planned, outcome-based, creative, preventive, and customer service-oriented.

Currently more than 31 consortia have developed linkages with both public- and private-sector agencies, including colleges, universities and the business community, and reach 7,500 children and families each year. At each site, family workers provide assessment and ongoing support to students and families and work closely with interagency teams to help them meet academic, employment and socio-emotional goals.

School-Based Youth Services Program (New Jersey)

The Department of Human Services (DHS), concerned about problems facing teens -- pregnancy, unemployment, substance abuse, school failure -- began planning its School-Based Youth Services Program in 1986. Twenty-nine sites were operating two years later and today 48 sites serve 15,000 young people annually. Located primarily in high schools but also in some elementary and middle schools, the program is broadly focused on youth development.

According to planners, its goal is "to provide adolescents and children, especially those with problems, with the opportunity to complete their education, to obtain skills that lead to employment or additional education, and to lead a mentally and physically healthy life."

In launching the program, DHS gathered both facts and political support. Problems were well documented and the cooperation of other state departments including labor, health and education were secured early. With public commitment from the governor, DHS continued to build a statewide base of support among major education, business and child advocacy groups as well as with representatives of labor organizations in the schools. Legislative backing was enhanced by an agreement to locate at least one center in every county in the state.

Respect for young people and a willingness to build off their strengths -- essential aspects of a youth

development approach -- were evident in program planning. Teen focus groups were asked for their input. Young people said what they most wanted were "caring adults [who] would listen to them, be non-judgmental, and help them with decision-making, not make decisions for them." They wanted more to do after school and on weekends, And to avoid embarrassing anyone, activities should be available to everyone.

Planners have taken this counsel seriously. Crisis intervention, health, employment services and recreational activities are open to ever-y student at every site. Relationships with young people are built on the basketball court as well as in the health clinic -- and they take place nearly round the clock, all year long.

Vaughn Family Center/Pacoima Urban Village (San Fernando, California)

The Vaughn Family Center is located within the Los Angeles Unified School District in an elementary school that has been granted charter school status and has a much higher than usual degree of budget and decision-making authority. Initiated by a collaborative sponsored by the local United Way and an educational foundation, it was designed as a model for restructuring the delivery of health and human services to children and families. Along with case management, family support and health services, it also offers leadership development, job training and employment services.

As residents have assumed greater roles in the design and delivery of services, the focus has broadened into the creation of an "urban village" aimed at community development as well as service delivery. While maintaining its school-based center, the Vaughn initiative has extended its work into a nearby housing project and is giving more attention to poverty and economic issues affecting residents.

West Philadelphia Improvement Corps (Philadelphia, Pennsylvania)

The West Philadelphia Improvement Corps (WEPIC) was born in 1985 during a seminar on Urban Universities and Community Relationships at the University of Pennsylvania. Students proposed a summer service learning corps that would involve local teenagers in community improvement projects along with Penn students and faculty. The work was scheduled to begin two months later with 50 students from five neighborhoods. But a citywide crisis -- the fire-bombing of dozens of homes in a confrontation between police and a radical community group -- cut even that minimal planning period in half. Aware of Penn's plans to launch a summer program, the city announced that a new youth corps would accept every young person who had been affected by the conflagration. WEPIC took shape in less than a month involving 112 students.

Since its overnight creation, WEPIC has evolved from a youth corps into its primary mission building university-assisted community schools that provide education, recreation, social and health services for all members of the community, as well as revitalizing the curriculum through community-oriented, real-world problem solving. The initiative receives its $1.4-million budget from a variety of foundations and public-sector grants.

Thirteen elementary, middle and high schools provide sites for WEPIC activities during and after school hours. Activity areas are chosen by school principals and staff. Each site creates its own projects within WEPIC's general approach, which calls for problem-based, hands-on learning focused on community improvement. Focus areas include health, the environment, conflict resolution and peer mediation, desktop publishing, and extended-day apprenticeships in the construction trades. Extended-day and school day programs, reaching several thousand students each year, emphasize the integration of service learning with academics and job readiness and are often connected to the schools' thematic curricula.

Appendix D

Profiles of a Few Major School-Community Partnerships in Los Angeles County

In addition to the information about school-community partnerships that can be gleaned from the Healthy Start project data, some perspective is gained by reviewing the 1995 catalogue of *Programs to Enable Learning and Teaching* done for the LAUSD by the School Mental Health Project at UCLA and the 1995 compilation of *Collaboratives for Children, Youth, and Families in LA County* (2nd ed.) done by the LA County Children's Planning Council.

The following are a few profiles to illustrate a range of activity.

INTEGRATED, SCHOOL-LINKED SERVICES

Healthy Start, Monrovia Unified Schools

The community of Monrovia has adopted a primary focus on its children -- adopting the vision that all children and their families deserve to have access to affordable health and human service support. The Monrovia City Council is actively committed to becoming an "America's Promise" city. This national program, headed by Collin Powell, endorses cities that proclaim a commitment and dedication to sharing of resources and pooling strengths for the betterment of children. In concert with the city, the Monrovia Unified School is "committed to devoting its energy and resources to support and provide: a safe orderly, positive, powerful learning environment, with educational programs which foster the maximum development of each student's desire to learn, academic potential, vocational interest and talents, social, civic, and cultural understanding and sense of self worth." The school district superintendent and administration also acknowledge and advocate for addressing students' health and human service needs as a means for removing barriers that hinder students' capacity for learning.

The Healthy Start Project of Monrovia is designed as a citywide integrated and comprehensive service delivery program. The various interventions provided by the Healthy Start Staff and the Healthy Start Collaborative Members are developmentally-oriented and designed to address needs identified through student and parent focus groups and structured interviews, as well as with recognition that the population served has over a 60% poverty rate and that most students are scoring at or below the twenty-fifth percentile on achievement tests.

The collaborative includes 18 local Program Directors, concerned community activists, and other community leaders. This includes community-based organizations program directors, public and private agencies such as the *West San Gabriel Valley Health Council. Los Angeles County, SPA 3. Youth and Family Network*, and *Youth Advocacy Task Force*. The city and county municipalities provide tangible support through financial provisions and systemic shifts in consolidating and blending of responsibilities for services.

Examples of collaborative's endeavors to reach designated goals and achieve measurable outcomes include:

- A Case Management Team consisting of the District Attendance Officer, a Nurse Practitioner, a police officer, the Healthy Start Program Director, Social Workers, Licensed and Credentialed counselor meet to coordinate services for families, discussing with the family their strengths, problems and background. The school, community, or individual family members refer an average of 10 cases weekly. Each case is evaluated and plans are developed with the parents that are holistic, linking the child and family with providers who can supply the needed services. The case manager communicates with the family to establish rapport and assure that the prescribed services are accessed. prescribed services are accessed. prescribed services are accessed.

- The Early Mental Health Initiative "Special Friends" program was established in 3 elementary school to address the minimally at-risk student. Healthy Start case management services are utilized to refer families to services when their needs extend beyond the scope of this program.

- A Cross-Age Mentoring Program matches trained and supervised high school students with elementary students to foster resiliency.

- Numerous adult/parent enrichment opportunities are provided, targeting the hard to reach parent. Among the subjects covered are: Teaching Your

Child How to Read, Parenting Tips for African American Families, Stress Management, and Fostering Appropriate Responses to Your Angry Child. The Los Angeles Department of Children and Family Services, Family Support Program through Santa Anita Family Services funds these services.

- Kindergarten Outreach involves community volunteers visiting the homes of new kindergarten students welcoming them to the community of education and providing them with valuable information while encouraging the parent to be involved in their child's school.

- The local food bank, Foothill Unity Center, has initiated a case management program that provides a direct link to Monrovia's students and families, identifying families in crisis, tracking, coordinating with the school district and initiating access to service that foster family self-sufficiency, addressing domestic violence, basic needs and family displacement issues.

- An extensive family counseling program staffed by local non profit counseling agencies provides services at the Healthy Start Family Service Center, at the school site, and at local counseling center at no cost or a significantly reduced fee. Individual, Family and Group Counseling are offered. Children's groups include; Anger Management at all grade levels, Grief Group, Stress Reduction and Test Taking Skills and self-esteem Enhancement. Over 300 individuals access these services annually.

- The Child Health and Disability Program provides free physical exams
- In Partnership with the Los Angeles Office of Education a massive immunization effort has resulted in over 1000 immunizations being given last year.

- A dental fund helps needs families receive dental services for their children

- A physician medical network is being established to match children and families to needed medical assistance with physicians, dentist, and other health care providers in the West San Gabriel Valley who "fall between the cracks" of governmental sponsored programs. This network screens and connects families to physicians who have agreed to donate services to a designated number of families annually.

- Medi-Cal and Healthy Family applicants can be screened and assisted in the application process at the Healthy Start Family Service Center.

- Healthy Start continuously sponsors summits and community forum to connect the community to local leaders and politicians, providing depth-full understanding that links to the "Pulse of All Community Members"

SAFE SCHOOLS

School Law Enforcement Partnership Cadre -- a partnership for school safety (sponsored by the California Departments of Justice and Education)

Designed to help meet the challenge of providing safe and orderly campuses, the cadre's intent is to pull together resources of the school, law enforcement, juvenile justice agencies, businesses, parents, and others in the community. There is a particular focus on serving schools, school districts, and county education offices; law enforcement agencies; juvenile probation departments; and juvenile court schools. The goal is to encourage interagency partnerships, programs, strategies, and activities that can promote safe schools, improve attendance, and encourage good citizenship. To achieve all this, a Cadre of professionals has been trained to provide free personal technical assistance and resource materials to schools, law enforcement organizations, and other youth-serving agencies. Services include telephone consultations, audiovisual and printed materials, program planning and development, inservice workshops, and facilitation of presentations. Concerns addressed include forming school/law enforcement partnerships, substance abuse prevention, gang awareness and prevention, school-community violence prevention, hate motivated violence prevention, conflict management, vandalism reduction, school security and safe school planning, child abuse reporting and prevention, truancy and dropout reduction, crisis response, suicide prevention.

Assistance and materials for forming partnerships are available from the Cadre at no cost. Services can be obtained by contacting: Safe Schools and Violence Prevention Office, California Dept. of Education, 560 J ST., Room 260, Sacramento, CA 95814 (916) 323-2183

Website -- http://www.cde.ca.gov/spbranch/safety/safetyhome.html

OR Crime and Violence Prevention Center, Office of the Attorney General, California Dept. of Justice, P.O. Box 944-2550 (916) 324-7863 Website-- http://www.ns.net/caag/cvpc/

Young and Healthy

Through collaboration, the Pasadena Unified School District has developed a school-based health services program which is tightly linked to the community. The program is the result of a combination of intensive community organizing around children's health issues, district leadership, and foundation support. Pasadena has a medical community broad enough to meet the entire community's health care needs. Nevertheless, difficulty in accessing health care is an issue for underserved populations. Thus, Pasadena developed the CHAP (Community Health Alliance of Pasadena) Clinic and Young & Healthy, an organization of volunteer doctors willing to provide services free of charge to uninsured children.

Creation of the CHAP Clinic arose initially from concerns of the Black Businessmen's Association which led to a community-wide examination of health access issues. The Community Health Alliance, a collaborative of numerous health and social service providers, was formed to consider solutions to the problems of health care access. Benefitting from broad community support, the Alliance incorporated to become a 501 (c)(3) organization and put out a request for proposal to build a clinic at the site of a former community hospital. The city agreed to buy the building and Huntington Hospital was awarded the bid to renovate the facility to create a clinic and social service center. Kaiser, which is headquartered in Pasadena, put $500,000 dollars into the project.

A similar community process is demonstrated by the birth of Young & Healthy (Y&H), a collaboration of volunteer physicians who have committed to caring for any child who needs care but has no means to pay for it. The impetus behind creating Young & Healthy was manifold. In 1987, All Saint's Church conducted a health need assessment which suggested that health access was a major issue in the community. With over one third of school children uninsured, school nurses had nowhere to refer children who needed basic primary care. The director of the church's outreach program took the lead in meeting with members of the community. A second key player was the head of the emergency room at Huntington Hospital who daily saw the effects of children not having access to primary specialty care (high ER utilization resulting in great costs to the system and decreased health outcomes due to the lack of prevention). He suggested that local doctors volunteer their time to see children who would not otherwise have access to care outside of the ER. He worked within the medical community to gather support while a task force, working under the auspices of the church, worked not only to get foundation support, but to raise awareness and develop support in the community for the idea.

After two years of planning and building community support, grant funding was obtained, a director for the program was hired and the idea was piloted at the 3 schools in the district identified as having the greatest unmet medical needs. The program evolved so that a school nurse, knowing a child has no insurance, could call Young & Healthy for a referral. Young & Healthy would then meet with the family to ensure income eligibility (although income is only self-reporting) and discuss the referral process. The first year of the program, only 600 appointments were made. By the second year of the program, which by then was extended to the entire school district, 1,200 appointments were made. By its fifth year, Young & Health made 4,800 appointments in one year and now has over 400 doctors on their referral list.

Recognizing changes in health care in general, as well as how services are being accessed in the community, Young & Healthy has altered its program to better meet community needs. The focus is moving toward more emphasis on speciality and dental care referrals, each of which now makes up to 30% of the appointments. Young & Health y works with USC to get mobile dental vans to a district school twice yearly and works with families to inform them of various health insurance options. The program is widening its client base by outreaching to homeless shelters, battered women's shelters, and foster homes.

Through the generosity of the California Wellness Foundation, the district is able to run a central District Primary Care Clinic, which is open during the day and some evenings, staffed by a nurse practitioner. In general, the clinic provides care to students who have no insurance. In addition, the district has five Healthy Start sites, each of which also has a clinic staffed by a nurse practitioner and provide acute and preventive care services to students and community members.

Partnership for Preteen Hepatitis B Immunizations

LACOE is conducting a school based project to reduce the incidence and dangers of Hepatitis B to preteen students and prevent related chronic health problems. The project, called Partnership for Preteen Hepatitis B Immunizations (PPHI), helps students from needy families comply with the new California law requiring proof of Hepatitis B vaccine (HBV) series of three doses by seventh grade entry. PPHI is built on a collaborative network, including LACOE, school district providers, parents, and community based organizations, such as hospitals, clinics and community service clubs. PPHI is also providing other immunizations and, whenever possible, capitalizes on opportunities to provide proactive health assessments, health education and linkages with appropriate systems of care. Merck Vaccine Division awarded a $100,000.00 grant for PPHI implementation. At present, PPHI is linked with 27 school/communities. The goal is to provide 10,000 students with a series of three HBV doses during 1998-9.

Medicaid Demonstration Project's Proposed *Healthy Students Partnership Program*

Los Angeles County, in concert with Los Angeles Unified School District (LAUSD), has proposed an amendment to the County's existing Medicaid Demonstration Project to incorporate a new Healthy Students Partnership (HSP) program. The Medicaid Demonstration Project's principal objective is to transform the County's health delivery system to better and more economically serve Medicaid recipients and Los Angeles County indigents. To do this, the system is reducing expensive inpatient capacity while substantially increasing ambulatory care. The ambulatory care network being built is community-centered, based on public/private partnerships, and is prevention oriented and accessible.

The HSP program proposes to add public schools to this developing network as a means to better address the documented needs of children and youth for ambulatory care County survey data convincingly show that when people perceive they require medical care, poor and near-poor uninsured people are almost twice as likely as those with coverage to go without care. Among the most significant barriers reported are lack of a regular medical care provider; knowledge about coverage options; transportation; and ability to pay. Cultural attitudes and beliefs about health care also play a role. These obstacles are particularly significant for uninsured children, estimated to number 696,000 in Los Angeles County. Of these, approximately 560,000 are estimated to be from poor or near-poor families; and a substantial majority of these are in families with children in public schools. Making ambulatory care services readily available to these children at school, even if their families are unable to pay, serves to overcome the barriers between them and needed medical care. That is the primary objective of the HSP program.

A second objective is for schools to be an avenue through which uninsured families can learn about health coverage options and receive help with enrollment. LAUSD and other school districts have found that many uninsured students qualify for programs such as Medi-Cal or Healthy Families, but haven't enrolled for a variety of reasons, including lack of information, application complexity or cultural mores. Through schools, the Healthy Students Partnership program will seek to overcome these obstacles and thereby facilitate health plan enrollment of a substantial number of uninsured students. As a result, among other things, HSP would offer a transition path for students into Medi-Cal managed care and the Healthy Families programs.

At least 35 of the County's 81 school districts have expanded their capability to attend to students' health and well-being through initiatives such as the Healthy Start program (which provides an excellent base for ambulatory care service expansion), Early Mental Health Initiative ("EMHI"), Child Health and Disability Prevention Program ("CHDP") and school-based clinics. For example, LAUSD, which has 43% of the County's total kindergarten through 12th grade enrollment, but an estimated 54% of the total poor and near-poor students, has a growing number of school-based clinics, 120 Healthy Start program sites (representing 65% of the County total). Thirteen LAUSD sites currently serve more than 74,000 students in partnership with the County and private providers. These sites provide more than 36,000 health and mental health visits annually.

The HSP program will seek to meet students' health care needs by expanding school-based ambulatory care services through the Medicaid Demonstration Project. In that spirit, the concept of the Healthy Students Partnership program was approved unanimously by the Los Angeles County Board of Supervisors on October 20, 1998, and also unanimously by the Los Angeles Unified School District's Board of Education on October 27, 1998.

As proposed, LAUSD will pioneer implementation of the program. The rest of the county's 79 districts, which are diverse in size, poverty levels and involvement with expanded health programs, will be invited to participate and will be provided with technical development assistance in accordance with their individual needs, with coordination through the County's umbrella agency, the Los Angeles County Office of Education. The County and participating school districts will enter into the HSP program through a memorandum of understanding, which spells out the collaborative relationship and provides for joint governance. Mechanism for community input will be a regular feature of the program's governance. Participating districts will expand school-based and school-linked ambulatory care services using a flexible model of care developed from real experience. Participating sites will be able to select from a formulary of ten proven ambulatory care delivery and support components to develop a platform of service which fits the circumstances and needs of the locality. The components may be staffed by the school district, the County, public/private partnership providers or a combination of these.

At-School Service Components: Primary Care and Medical Home

- A. School Complex Core Clinic
- B. Nurse-Practitioner Clinic
- C. School-Based Primary Care Clinic
- D. Mobile Primary Care Clinic
- E. School-Linked Primary Care Provider

At-School Service Components: Specialty Care

- F School Complex Specialty Service Clinic
- G. Mobile Specialty Service Clinic

Support Service Components

- H. Case-Finding/Management through Reinforced School Nursing
- I. Health Care Plan Outreach, Counseling and Case Tracking
- J. Integrated Referral System Linkage

(cont.)

Primary and selected specialty care services will be targeted to students from poor and near-poor families. Their eligibility for the free/reduced-cost lunch program will also establish their eligibility for HSP program services. Other needed services will be provided through linkage to the COUNTY's integrated public/private partnerships provider network.

The HSP program will require initial planning within each school district for the comprehensive and systematic expansion envisioned by HSP. But some school districts already have individual projects on the drawing boards. Those ready for implementation and consistent with HSP may be fast-tracked.
Primary target areas will be those in which students enrolled in the free/reduced-cost lunch program constitute 75% or more of total enrollment. Seventeen of LAUSD's 22 administrative clusters and 15 of the other school districts would be targeted. Secondary targets include an additional sever clusters and 20 other school districts with lunch program eligibility between 50% to 75% of the student population.

The proposal is to finance the HSP program through Federal Medicaid matching funds for current health care expenditures of LAUSD (estimated not to exceed $105.6 million in total expenditures for 1998/99) and other participating school districts (estimated not to exceed $64.6 million in total expenditures). Federal financial participation for HSP. in FY 1999/2000 would not exceed $85.2 million. Evaluation will include measures of health care system performance (e.g., access, quality, continuity, cost and eligibility assistance outcomes) and educational program impact (including attendance, immunization rates and compliance with school entry medical physical examination requirements).

Early Mental Health Initiative (EMHI)

EMHI is a prevention-oriented initiative is designed to enhance the social and emotional development of children (kindergarten through third grade) manifesting problems such as minor school adjustment and interpersonal difficulties. By responding early to minor problems, the intent is to minimize costly services at a later time. After screening to identify appropriate students, the process involves a supervised paraprofessional taking the student to a play room setting. The adult is trained to listen empathetically and to respond in a nondirective manner. The play sessions are meant to create a nurturing relationship through which the youngster comes to feel good about self, others, and school. The approach calls for encouraging a close working relationship with parents and teaching staff to build alliances that promote mental health and social and emotional development. School-based supervisors/trainers (school psychologists, counselors, social workers) work collaboratively with staff of cooperating mental health agencies in the community.
Contact: Consultant at LACOE 562/922-6394.

TRUANCY AND BEHAVIOR PROBLEMS

The School Attendance Review Board (SARB)

SARB is a multi agency mechanism that includes children and family services, probation, law enforcement, parents and/or other community representatives, community-based organizations, child welfare and attendance personnel, school guidance personnel, and the district attorney's office. The SARB process is intended to enhance efforts to meet the needs of students with attendance and behavior problems and promote use of alternatives to the juvenile court system.

The process starts with identification of attendance and/or behavior problems followed by classroom, school site, and district level interventions. SARB is specifically charged with finding solutions to unresolved student attendance and discipline problems by bringing together, on a regular basis, representatives of agencies that make up the board. This involves efforts to understand why students are experiencing attendance and behavior problems and taking steps to correct the problems. SARB also surveys available community resources, determines the appropriateness of the services, and makes recommendations to meet the needs of referred students.

Assistance from SARB may be requested when attendance or behavior problems have not been resolved through existing school and community resources. Referrals are made by contacting the principal, supervisor of attendance or local SARB chairperson. Contact: local SARB by telephoning the LA County SARB at (562) 922-6234.

SCHOOL-TO-CAREER PROGRAM

Business Summer Institute for Students

The Academy of Business Leadership, associated with Southern California Edison, has collaborated with the Los Angeles County Youth Development Partnership for two consecutive summers to offer a Business Summer Institute for students. The Institute is designed for eight weeks, six hours per day, with school-based learning given on the campuses of the University of Southern California and California State University at Los Angeles. Work-based learning takes place at companies such as Edison International, the Times, KCAL, Disney, etc. The intent is to expose students, on a weekly basis, directly to business and industry. At the Institute, students are immersed in an intensive curriculum, focusing on entrepreneurship, investment, and finance. The specific focus is on skills for starting, managing, or working at a successful business. This includes skills for personal goal setting, computer use, leadership, communication, and image and presentation. Students undertake "hands-on" projects, including practical exercises in developing a business plan and stock portfolio management. Volunteer business professionals offer training and mentoring in a variety of business related fields. Follow-up data on participants find that grade point averages go up, several have started profitable businesses, 99% of the participants graduate from high school and 78% of these are now enrolled in colleges or universities. Participants state that the program helped them understand the importance of a college education, enabled them to set higher educational goals and develop career goals; and helped them develop leadership skills and understanding of the importance of ethics and values.

GANG RESPONSE

Gang Risk Intervention Program (GRIP)

"The philosophical foundation of GRIP is rooted in interagency collaboration. In particular, GRIP brings together police officers, community leaders, and school faculty and administrators, along with parents and students, to collectively address gang-related challenges. Through this process, all stakeholders share ownership, responsibility and accountability for the assessment, planning, implementation, and evaluation of respective gang-related initiatives." GRIP serves students who are at risk of joining gangs, providing them direct support services intended to teach them how to live a healthy, responsible life that leads to success at home, school, and in the community. The goals are to (1) reduce the probability of youth involvement in gang activities and consequent violence, (2) establish ties att an early age between students and community organizations, and (3) commit local businesses and community resources to positive programming for youth. Projects are underway in the following school districts: Centinela Valley Union High, Covina-Valley Unified, El Monte Union, Inglewood Unified, Lennox, Los Angeles Unified, Lynwood Unified, Pasadena Unified, Pomona Unified, Whittier Union High, and Wiseburn, as well as under the aegis of New Directions for Youth in Van Nuys and SEY YES, Inc. in Los Angeles City.

Each GRIP project has a school-based advisory committee composed of educators, students, police officers, and other community representatives. The mandated components of the program are (1) a full time, paid community-based coordinator at a school or group of schools, (2) counseling for targeted at-risk students, parents, and families, individually and collectively, (3) exposure of targeted students to positive sports and cultural activities, promoting affiliation between students and their local community, (4) job training which may include apprenticeship programs in coordination with local businesses, job skills development in schools and information about vocational opportunities in the local community, (5) activities that promote positive interaction among students, parents, educators, and law enforcement representatives, and (6) staff development on gang management for teachers, counselors, and administrators.

BUSINESS AND SCHOOL ALLIANCES

Partnerships and Adopt-a-School Program

The Los Angeles Unified School District's Partnerships and Adopt-a-School Program reports having 1200 alliances between schools and the business world. The intent is to improve educational standards and align classroom learning to workplace requirements by creating links between a school or school program and a business or community organization. The district outreaches to companies seeking their resources to enrich a school's educational program through providing tutoring, mentoring, mini-course lectures, sharing hobbies, career counseling, incentives fore attendance or achievement, career awareness, club sponsorship, parent workshops, teacher workshops, student employment, etc. Contact: LAUSD Partnerships and Adopt-a-School Office (213) 625-6989.

Countywide Foster Youth Services Programs

In an effort to support children in their foster care and school placements, LACOE and some school districts (e.g., LAUSD) have implemented programs to support the youngster's educational and emotional needs and reduce "foster care drift." The State is providing funding to expand this initiative with the intent of making foster youth services available to every child and youth, ages 4-21, residing in a licensed children's institution (group home). Schools have been identified as "a natural focal point for identifying foster children's academic and behavioral problems and needs. Through interagency collaboration, one of the program's most vital aspects, Foster Youth Service providers work with social workers, probation officers, group home staff, school staff and community service agencies to influence foster children's day-to-day routine both during and after school. Their goals are to stabilize foster care placement and to enhance academic success." The programs also "collaborate with, complement, and supplement"existing supports provided by the Title I Neglected and Delinquent Youth program and Healthy Start, as well as those provided by Systems of Care, SELPAs, and Independent Living Programs. The programs are expected to assist students in working with their placing agency, the court system, public and private health and mental health agencies, and educational service providers and use a case management model. Specific goals are (1) improved pupil academic achievement, (2) reduced incidence of pupil discipline problems or juvenile delinquency, and (3) reduced rates of truancy and dropout. Program must have a local advisory group and provide the following: (a) educational assessments, (b) collection of the "Health and Education Passport" (including the location of a student's records, last school and teacher, current grade level, and any information deemed necessary to for enrolling at a receiving school), (c) tutoring, (d) mentoring, (e) counseling, (f) transition services (including vocational training, emancipation services, training for independent living), (g) mainstreaming into a public school setting, and (h) advocacy training for program staff, group home staff, and foster parents. Contact: FYS Coordinator, CDE, Education Options Office (916) 445-6217; or the consultant at the Division of Educational Support Services, Attendance and Administrative Services, LACOE (562) 922-6234

Appendix E

Scale-up: Replicating on a Large-Scale

Efforts to estab;ish effective school-community partnerships require much more than implementing demonstrations at a few sites. Policies and processes are needed to ensure such partnerships are developed and institutionalized to meet the needs of all youngsters, families, schools, and neighborhood. This involves what often is called diffusion, replication, roll out, or scale-up.

For the most part, researchers and reformers interested in school-community initiatives have paid little attention to the complexities of large-scale diffusion. Furthermore, leadership training has given short shrift to the topic of scale-up. Thus, it is not surprising that proposed systemic changes are not accompanied with the resources necessary to accomplish the prescribed changes throughout a county or even a school-district in an effective manner. Common deficiencies include inadequate strategies for creating motivational readiness among a critical mass of stakeholders, assignment of change agents with relatively little specific training in facilitating large-scale systemic change, and scheduling unrealistically short time frames for building capacity to accomplish desired institutional changes.

The following presentation highlights a framework for systemic change and discusses some major lessons learned from recent efforts related to systemic change in school districts.

Overview of Phases and Major Tasks of Scaling-Up

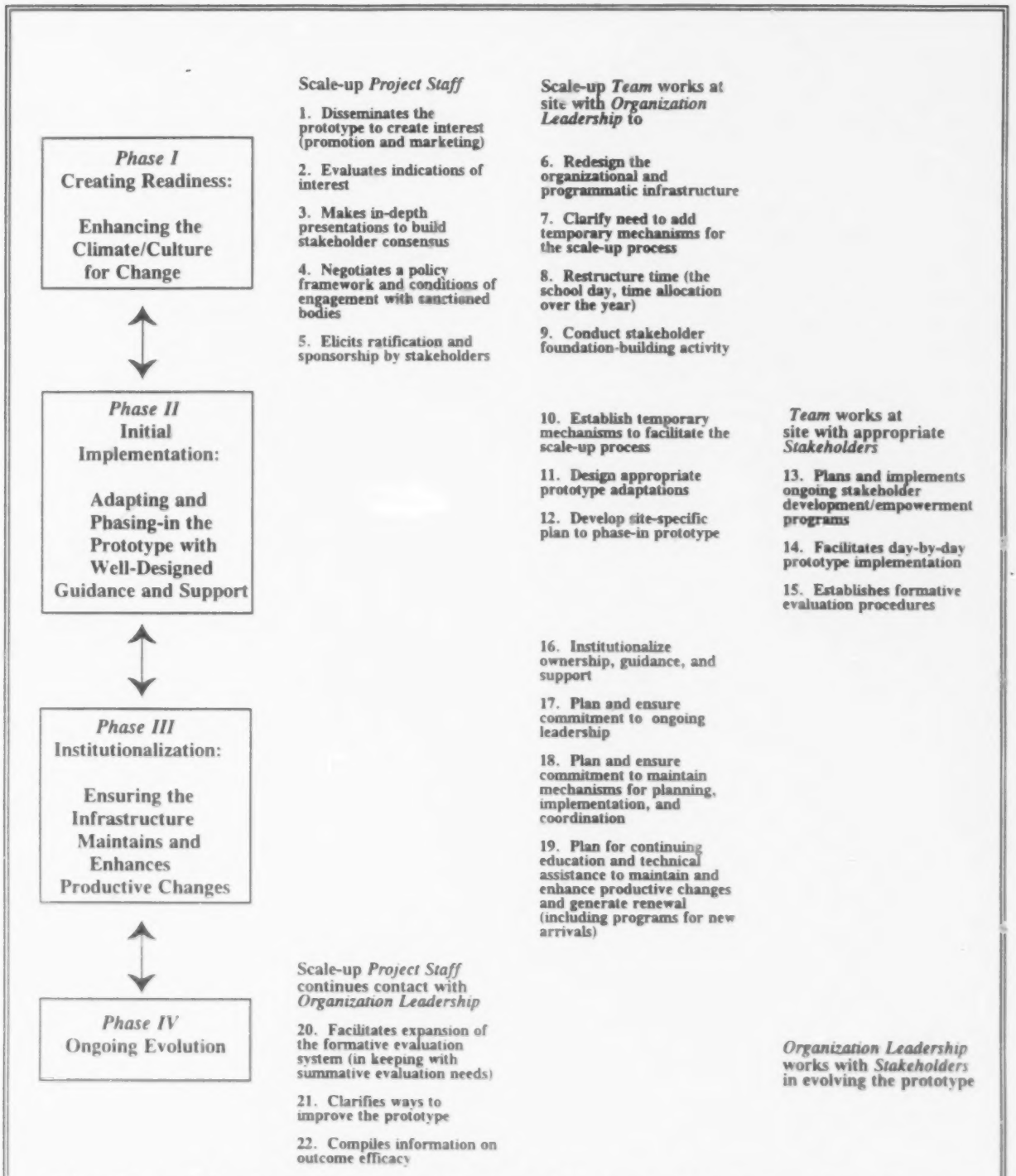
In reading the following, think about the enabling component as described in Appendix A. Assuming the model is reasonably cost-effective and that a school-district wants to adopt/adapt it, the problem becomes one of how to replicate it at every school. For widespread school change to occur, a complex set of interventions is required. For this to happen effectively and efficiently, the interventions must be guided by a sophisticated scale-up model that addresses substantive organizational changes at multiple levels.

A scale-up model is a tool for systemic change. It addresses the question "How do we get from here to there?". Such a model is guided by a vision of organizational aims and is oriented toward results. We conceive scale-up as encompassing four overlapping phases: (1) *creating readiness* -- by enhancing a climate/culture for change, (2) *initial implementation* -- whereby replication is carried out in stages using a well-designed guidance and support infrastructure, (3) *institutionalization* -- accomplished by ensuring there is an infrastructure to maintain and enhance productive changes, and (4) *ongoing evolution* -- through use of mechanisms to improve quality and provide continuing support.

To initiate and guide prototype replication, a scale-up *mechanism* is needed. One way to conceive such a mechanism is in terms of a scale-up *project*. Such a project provides a necessary organizational base and skilled personnel for disseminating a prototype, negotiating decisions about replication, and dispensing the expertise to facilitate scale-up. A scale-up project can dispense expertise by sending out a scale-up *team* consisting of project staff who, for designated periods of time, travel to replication sites. A core team of perhaps two-to-four project staff works closely with a site throughout the replication process. The team is augmented whenever a specialist is needed to assist with a specific element, such as new curricula, use of advanced technology, or restructuring of education support programs. Scaling-up a comprehensive prototype almost always requires *phased-in* change and the addition of *temporary infrastructure mechanisms* to facilitate changes.

Figure 1 briefly highlights specific tasks related to the four phases of scale-up. Each task requires careful planning based on sound intervention fundamentals.

Figure 1. Scale-up: Phases and Major Tasks


Phase I
Creating Readiness:
Enhancing the Climate/Culture for Change
Phase II
Initial Implementation:
Adapting and Phasing-in the Prototype with Well-Designed Guidance and Support
Phase III
Institutionalization:
Ensuring the Infrastructure Maintains and Enhances Productive Changes
Phase IV
Ongoing Evolution
Scale-up Project Staff
1. Disseminates the prototype to create interest (promotion and marketing)
2. Evaluates indications of interest
3. Makes in-depth presentations to build stakeholder consensus
4. Negotiates a policy framework and conditions of engagement with sanctioned bodies
5. Elicits ratification and sponsorship by stakeholders
Scale-up Team works at site with Organization Leadership to
6. Redesign the organizational and programmatic infrastructure
7. Clarify need to add temporary mechanisms for the scale-up process
8. Restructure time (the school day, time allocation over the year)
9. Conduct stakeholder foundation-building activity
10. Establish temporary mechanisms to facilitate the scale-up process
11. Design appropriate prototype adaptations
12. Develop site-specific plan to phase-in prototype
Team works at site with appropriate Stakeholders
13. Plans and implements ongoing stakeholder development/empowerment programs
14. Facilitates day-by-day prototype implementation
15. Establishes formative evaluation procedures
16. Institutionalize ownership, guidance, and support
17. Plan and ensure commitment to ongoing leadership
18. Plan and ensure commitment to maintain mechanisms for planning, implementation, and coordination
19. Plan for continuing education and technical assistance to maintain and enhance productive changes and generate renewal (including programs for new arrivals)
Scale-up Project Staff continues contact with Organization Leadership
20. Facilitates expansion of the formative evaluation system (in keeping with summative evaluation needs)
21. Clarifies ways to improve the prototype
22. Compiles information on outcome efficacy
Organization Leadership works with Stakeholders in evolving the prototype

Adapted from: H.S. Adelman & L. Taylor (1997). Toward a scale-up model for replicating new approaches to schooling. *Journal of Educational and Psychological Consultation, 8,* 197-230.

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Phase I -- Creating Readiness: Enhancing the Climate for Change

In most organizations, mandated changes often lead to change in form rather than substance. Substantive systemic change requires patience and perseverance. Efforts to alter an organization's culture evolve slowly in transaction with the specific organizational and programmatic changes. Early in the process the emphasis is on creating an official and psychological climate for change, including overcoming institutionalized resistance, negative attitudes, and barriers to change. New attitudes, new working relationships, new skills all must be engendered, and negative reactions and dynamics must be addressed.

Creating readiness for reforms involves tasks designed to produce fundamental changes in the culture that characterizes schools. Substantive reform is most likely when high levels of positive energy among stakeholders can be mobilized and appropriately directed over extended periods of time. Thus, one of the first concerns is how to mobilize and direct the energy of a critical mass of participants to ensure readiness and commitment. This calls for proceeding in ways that establish and maintain an effective match with the motivation and capabilities of involved parties. In this respect, a review of the literature clarifies the value of (a) a high level of policy and leadership commitment that is translated into an inspiring vision and appropriate resources (leadership, space, budget, time), (b) incentives for change, such as intrinsically valued outcomes, expectations for success, recognitions, rewards, (c) procedural options that reflect stakeholder strengths and from which those expected to implement change can select strategies they see as workable, (d) a willingness to establish an infrastructure and processes that facilitate change efforts, such as a governance mechanism that adopts strategies for improving organizational health -- including one that enhances a sense of community, (e) use of change agents who are perceived as pragmatic -- maintaining ideals while embracing practical solutions, (f) accomplishing change in stages and with realistic timelines, (g) providing feedback on progress, and (h) institutionalizing support mechanisms to maintain and evolve changes and to generate periodic renewal.[1]

In terms of specific tasks associated with creating readiness, the first involves disseminating the prototype and pursuing activities to build interest and consensus for change. Decisions follow about specific sites for replication. Then, steps are taken to negotiate a policy framework and agreements for engagement. This is followed by activity to modify the institutional infrastructure at chosen sites to fit the prototype and address replication needs. All these tasks should be accomplished with a process that reflects understanding of the nature of the organization and its stakeholders, involves stakeholders in making substantive decisions and in redesigning those mechanisms that constitute the organizational and programmatic infrastructure, clarifies personal relevance when identifying the potential benefits of change, elicits genuine public statements of commitment, and empowers and creates a sense of community.

Creating a climate for change requires appreciation of the roles played by vision and leadership for change, policy direction, support, safeguards for risk-taking, and infrastructure redesign. Each of these topics is discussed briefly below.

Vision and Leadership

Any major reform begins with a vision of what a desired new approach would look like and an understanding of how to facilitate necessary changes. One without the other is insufficient. Leaders have a triple burden as they attempt to improve approaches for addressing barriers to learning and teaching. The first is to ensure that substantive organizational and programmatic restructuring are considered; the second is to build consensus for change; finally, they must pursue effective implementation -- including specific strategies for financing, establishing, maintaining, and enhancing productive changes.

Examples of key objectives at this stage include clarifying potential gains without creating unrealistic expectations, delineating costs without seriously dampening expectations about benefits, offering incentives that mesh with intrinsic motives, and conveying the degree to which a prototype can be adapted while emphasizing that certain facets are essential and nonnegotiable. A thread

running through all this is the need to stimulate increasing interest or *motivational readiness* among a sufficient number of stakeholders. To clarify the point: Successful change at any level of education restructuring requires the committed involvement of a critical mass of policy makers, staff, and parents. Almost any promising idea or practice for improving students' reading and writing performance may find a receptive audience among a small group. Many more individuals, however, are likely to remain politely unresponsive and reluctant to make changes, and some will be actively resistant. Thus, leaders are confronted with the task of shifting the attitudes of a significant proportion of those who appear reluctant and resistant.

The next step involves deciding about which sites to begin with. Criteria for making such decisions try to balance immediate concerns about a site's current level of readiness (including analyses of potential barriers) and the likelihood of success over the long run. For instance, in making initial judgements about the appropriateness of a potential site, we gather information about: How likely is it that a critical mass of decision makers will commit to allocating sufficient finances, personnel, time, and space? How likely is it that a critical mass of stakeholders will develop sufficient motivational readiness and appropriate levels of competence? With respect to the most influential stakeholders, will enough be supportive or at least sufficiently committed not to undermine the process? Do enough youngsters at a site fit the profile of students for whom the program model was designed? As these questions illustrate, most initial selection criteria reflect general considerations related to any diffusion process. More specific criteria emerge during the negotiation process. For example, a principal may be attracted by the idea of establishing a program that brings in volunteer reading tutors, but in subsequent discussions with teachers, union concerns may arise that require arbitration.

Policy

Substantive restructuring is unlikely without the adoption of new policies at all relevant jurisdictional levels (Spillane, 1998). Moreover, such policies must elevate desired reforms so that they are not seen simply as demonstrations, pilot projects, passing fads, or supplementary efforts. When reforms are not assigned a high priority, they tend to be treated in a marginalized manner (Center for Mental Health in Schools, 1998). This continues to be the fate of programs such as Head Start, Even Start, and many other approaches to enhancing school readiness and literacy. Relatedly, efforts must be made to revoke policies that preserve an unsatisfactory status quo (see critique of remedial reading programs by Dudley-Marling & Murphy, 1997).

Lasting reform requires processes that ensure *informed commitment, ownership, and on-going support* on the part of policy makers. This involves strategies to create interest and formalize agreements about fundamental changes. Local ownership is established through solid policy commitments, well-designed infrastructure mechanisms, allocation of adequate resources (e.g., finances, personnel, space, equipment) to operationalize the policy, and restructuring of time to ensure staff involvement in adapting the prototype to the setting. We find three steps are essential: (1) building on introductory presentations to provide indepth information and understanding as a basis for establishing consensus, (2) negotiation of a policy framework and a set of agreements for engagement -- including a realistic budget, and (3) informed and voluntary ratification of agreements by legitimate representatives of all major stakeholders.

For any program, there are principles, components, elements, and standards that define its essence and thus must be agreed to as a first condition for engagement. Equally important are fundamental scale-up considerations that are nonnegotiable, such as the need for temporary mechanisms to facilitate change. Once essentials are agreed on, all other matters are negotiable.

Informed commitment is strengthened and operationalized through negotiating formal agreements at each jurisdictional level and among various stakeholders. Policy statements articulate the commitment to a program's essence. Memoranda of understanding and contracts specify agreements about such matters as funding sources, resource appropriations, personnel functions, incentives and safeguards for risk-taking, stakeholder development, immediate and long-term commitments and timelines, accountability procedures, and so forth.

Scale-up is aided when the decision to proceed is ratified by sanctioned representatives of stakeholder groups. Developing and negotiating policies, contracts, and other formal agreements is a complex business. We find that addressing the many logistics and legalities requires extensive involvement of a small number of authorized and well-informed stakeholder representatives. Thus, in pursuing these tasks, our commitment to include everyone moves from a town hall approach to a representative democratic process with enfranchised representatives reporting back frequently to their constituencies. At first, endorsement is in principle; over time, it is manifested through sustained support. When ratification reflects effective consensus building, scale-up efforts benefit from a broad base of informed commitment, ownership, and active sponsorship. These attributes are essential in ensuring requisite support and protections for those who must bear the burden of learning new ways and who risk dips in performance and productivity while doing so.

Redesigning Infrastructure

After agreements are ratified, a *scale-up team* can begin its work (again see Figure 1). A central challenge at every jurisdictional level is redesign of regular mechanisms and processes used to make and implement decisions. These modifications ensure ownership, support, participation, and address specific concerns associated with scale-up.

Five fundamental facets of the ongoing infrastructure of schools that are the focus of redesign are (1) governance, (2) planning and implementation associated with specific organizational and program objectives, (3) coordination and integration to ensure cohesive functioning, (4) daily leadership, and (5) communication and information management. A common example of the need for infrastructure modification is seen in the trend to increase school stakeholders' collaboration, participation, and influence. One implication is that governance mechanisms will be altered to redistribute power. A major problem, of course, is how to *empower* additional stakeholder groups *without disempowering* those who have essential responsibilities and abilities related to the educational enterprise. In addition, it is one thing to offer "partnerships" to stakeholders such as parents, students, staff, and community agency representatives; it is another thing to create conditions that allow for effective participation. One such condition involves translating capacity building activity into comprehensive programs for stakeholder development.

The necessity of all this can be appreciated by thinking about introducing a comprehensive approach for improving student achievement (Stringfield, Ross, & Smith, 1996). Such approaches involve major systemic changes that encompass intensive partnerships with parents (or their surrogates) and with various entities in the community, such as libraries, youth development programs, businesses, the faith community, and so forth. Substantive partnerships require a true sharing of leadership, blending of resources, and leadership training for professionals and nonprofessionals alike. In communities where many parents have little or no connection to the school, major outreach efforts are inevitable prerequisites to increasing home involvement in school reform. Parent outreach, of course, has not been very successful in many neighborhoods. Our experience suggests that a necessary first step in most cases is to offer programs and services that assist the family in meeting its most pressing needs. Furthermore, there is the matter of building parent competence to deal with planning reforms and restructuring schools, and for low income families, there is a need to find ways to pay parents for the time they devote to serving on governance and other committees.

Time is one of the most critical elements determining the success of scale-up. Even if a prototype doesn't call for restructuring the school day, the scale-up process does. Substantial blocks of time are needed for stakeholder capacity building and for individual and collective planning (National Education Commission on Time and Learning, 1994). Particularly critical is the need for freeing-up teachers to learn new approaches. For example, efforts to make important revisions in school programs seem consistently undermined by not providing enough time during the school day for the mentoring of teachers and by the difficulty of carving out sufficient time to teach parents how to help their children. Clearly, a nonnegotiable condition for engagement is a realistic plan for ensuring time to plan and build capacity.

Lessons Learned

Complex interventions, of course, seldom are implemented in a completely planned and linear manner. The many practical and unforeseen events that arise require flexible, problem solving Articulation of a scale-up model can guide planning, but those facilitating the process must be prepared to capitalize on every opportunity that can move the process ahead.

Among the most fundamental lessons learned in carrying out Phase 1 has been the tendency of all parties to set actions into motion without taking sufficient time to lay the foundation needed for *substantive* change. In marketing new ideas, it is tempting to accentuate their promising attributes and minimize complications. In negotiating agreements, policy makers at a school site frequently are asked simply for a go-ahead rather than for their informed commitment. Sometimes they assent mainly to get extra resources; sometimes they are motivated by a desire to be seen by constituents as doing *something* to improve the school. This all tends to produce pressures for premature implementation that results in the form rather than the substance of change -- especially when administrators are under the gun of political accountability measures that make unrealistic demands for quick and dramatic results in students' reading scores.

Although formulation of policy and related agreements take considerable time and other resources, their importance cannot be overemphasized. Failure to establish and successfully maintain substantive reforms in schools probably is attributable in great measure to proceeding without strong and clear policy support.

Another unfortunate trend we have found is the omission of indepth planning for ongoing capacity building for change agents and team members. Mechanisms function only as well as the personnel who operate them. Such personnel must be recruited and developed in ways that ensure appropriate motivation and capability, and sufficient time must be redeployed so they can learn and carry out new functions effectively (Peterson, McCarthey, & Elmore, 1996). All changes require constant care and feeding. Those who steer the process must be motivated and competent -- not just initially but over time. The complexity of systemic change requires close monitoring of mechanisms and *immediate* follow-up to address problems. In particular, it means providing continuous, personalized guidance and support to enhance knowledge and skills and counter anxiety, frustration, and other stressors. To these ends, adequate resource support must be provided (time, space, materials, equipment), opportunities must be available for increasing ability and generating a sense of renewed mission, and personnel turnover must be addressed quickly. All stakeholders can benefit from efforts designed to increase levels of competence and enhance motivation for working together. Such efforts encompass four stages of stakeholder development: orientation, foundation-building, capacity-building, and continuing education.

There is no simple solution to the chronic problem of providing time for creating readiness, building capacity, and planning. Indeed, restructuring time represents one of the most difficult scale-up problems. Examples of how the problem might be addressed include freeing up staff by establishing opportunities for students to spend time pursuing activities such as music, art, and sports with specialists or supervised by aides and community volunteers. Alternatively, school might start later or end earlier on a given day. As these examples suggest, any approach will be controversial, but if the problem is not addressed satisfactorily, successful replication of comprehensive prototypes is unlikely.

Phase II -- Initial Implementation of a Prototype

Initial implementation involves adapting and phasing-in a program with well-designed guidance and support. If there is anything certain about efforts to replicate a prototype, it is that the process is stressful. Some of the stress arises from the nature of the program; some is inherent in the process of organizational change. Coalitions must be developed, new working relationships established, disruptive rumors and information overload countered, and interpersonal conflicts resolved. Short-term frustrations must be kept in perspective vis à vis the reform vision. To help deal with all this, temporary mechanisms are added to the organizational infrastructure. They include (a) a site-based

steering mechanism to guide and support replication, (b) a change agent from the scale-up team working with site stakeholders on a change team to facilitate coalition building, problem solving, and conflict resolution; and (c) mentors and coaches to model and teach elements of the prototype. These structures are created to facilitate replication, and some are assimilated into a site's infrastructure at the end of the initial implementation phase to support institutionalization and ongoing evolution.

A scale-up team and steering group work at a site with the school's leadership, specific planning groups, and other stakeholders to formulate phase-in plans, steer program development, and generally provide guidance and support for change. Two major facets of this work are delineating a sequence for introducing major program elements and outlining strategies to facilitate implementation. Particular attention is given to how to start, with special emphasis on specifying structures and resources for guidance and support. For instance, in restructuring to better address barriers to learning, first steps at a school site involve creating processes to map, analyze, coordinate, and redeploy existing resources. Special change mechanisms such as an organization facilitator and a resource coordinating team are created to guide and support the activity (Adelman, 1993, 1996a, 1996b; Adelman & Taylor, 1997a, 1997b, 1998).

Throughout this phase, formative evaluation procedures are established to provide feedback for program development. As noted above, effective efforts to "reinvent" schools require ensuring that all involved have the time to develop and institutionalize a sound program and that they are not penalized for unavoidable missteps. As a prototype is phased-in, evaluation must not be thought of in terms of accountability. Major systemic changes can take years to develop. Outcome effectiveness is demonstrated after the program is in place. The purpose of evaluation at this stage is to guide revision and fine-tuning of processes. Formative evaluations gather and analyze information relevant to changes in planning processes, governance structures, and policies and resources; they also focus on implementation strategies and barriers, program organization and staffing, and initial outcomes. If things are not progressing satisfactorily, why not? What's the downside of the new approach?

Well-designed organizational support and guidance is needed to enhance productivity, minimize problems, and accommodate individual differences. This involves various forms of capacity building and personalized day-by-day facilitation. Intensive coaching with some follow-up consultation, for instance, are key processes; so are mentorship and technical assistance. Continuing education provides a critical vehicle for enhancing productive changes, generating renewal, and countering burn out. As new stakeholders arrive, technological tools can be particularly useful in helping them "catch-up." All this activity not only builds capacity, but can foster networking and other forms of task-related, social, and personal support, as well as providing a wide range of enrichment opportunities that enhance morale.

If the steps discussed to this point are done well, a sound foundation for initial implementation should be in place. This initial phase-in period can, however, consume considerable effort, create special problems, and may yield a temporary drop in some performance indicators. Good day-by-day facilitation aims at minimizing such negative impact by effectively addressing stakeholder motivation and capability and overcoming barriers to productive working relationships.

Lessons Learned

Failure to take sufficient time to create readiness (Phase 1) can result in implementing the form rather than the substance of a prototype. For example, we find that change agents frequently are sent into schools before essential policy support is enacted and before school leaders have assimilated and decided to support reforms. Teams are convened to assist with reforms (plan, coordinate, develop new approaches), but the absence of supportive policy means substantive changes are not accomplished. As a result, the initial motivation of many key team members wanes and other counterproductive dynamics arise. All of this seems inevitable when initial implementation proceeds without adequate policy support.

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Even in situations where sufficient readiness is created, difficulties frequently arise because of failure to keep enough stakeholders consistently moving in the direction of desired outcomes. Comprehensive change usually is achieved only when fairly high levels of positive energy can be mobilized over extended periods of time among a critical mass of stakeholders, sustained energy is appropriately directed, the process is supported with ongoing and well-conceived capacity building, and individuals are not pushed beyond their capabilities. And because low and negative motivation are related to resistance to change and poor functioning, matching motivation is a first-order consideration. That is, scale-up efforts must use strategies designed to *mobilize and maintain proactive effort* and *overcome barriers to working relationships*. As in personalizing instruction, approximating a good motivational fit also requires matching capabilities, such as starting with fewer elements at sites at which resources are limited and accounting for variability in stakeholders' competence. Over and over, we find too little attention is paid to these matters. The result is failure to create an "environment" that mobilizes, directs, and then maintains stakeholder involvement.

As with students, the problem can be conceived as that of maintaining an appropriate match between the demands of the situation and individual motivation and capabilities. In this respect, we think the construct of *personalization* offers a concept around which to organize thinking about facilitating change. Personalization calls for systematically planning and implementing processes focused not only on knowledge and skills but attitudes. In particular, it emphasizes the importance of a primary and constant focus on ensuring positive attitudes. Mobilization probably is best facilitated when procedures are perceived by individuals as good ways to reach desired outcomes. This requires processes that can instigate and enhance an individual's perceptions of valued opportunities, choice and control, accomplishment, and relatedness to others. Even if a task isn't enjoyable, expectation of feeling some sense of satisfaction related to process or outcome can be a powerful intrinsic factor motivating individual behavior. Task persistence, for example, can be facilitated by the expectation that one will feel competent, self-determining, or more closely connected to others. From this perspective, ensuring individuals have valued options, a meaningful role in decision making, feedback that emphasizes progress toward desired outcomes, and positive working relationships are among the most basic facilitation strategies (Adelman & Taylor, 1993b, 1994; Deci & Ryan, 1985).

One other initial implementation problem that often arises is difficulty in establishing mechanisms to facilitate productive working relationships and identify and deal with problems quickly. For example, it is expected that change agents will encounter many instances of individual resistance and apathy, interpersonal conflicts and resentments (including "us vs. them" dynamics), rumors that overemphasize the negative and underestimate the positive, and individuals who are frequent faultfinders. Such problems seriously impede effective replication. The roots of some of these problems often are present at a site prior to scale-up; change simply offers a new focus and perhaps magnifies troubling matters. Other problems are a direct product of the activities and relationships that the scale-up process engenders. Given the inevitability of such problems, building and maintaining working relationships need to be among the most basic concerns for those who have responsibility for scale-up. In particular, considerable attention must be paid to enhancing the motivational readiness and capability of those who are to work together and ensuring there is an appropriate infrastructure to guide and support working relationships. Proactively, this requires problem prevention mechanisms that help create an atmosphere where defensiveness is curtailed and positive rapport is engendered. The point is to enhance attitudes, knowledge, and skills that foster interpersonal connections and a sense of community. Reactively, the emphasis is on problem solving, resolving conflict, and providing ongoing support to rebuild relationships. Policies must encourage problem solving oriented critiques, safeguards that protect those making changes, appreciation for effort, and celebration of progress. We find that everyone understands such matters, but the culture at many school sites is more attuned to problem naming and analyzing than to anticipating, preventing, and solving problems that arise around working relationships.

Those responsible for systemic change need to spend as much time as necessary ensuring that a school's infrastructure is ready to prevent and ameliorate problems. Special attention must be paid to ensuring that problem solving mechanisms and communication processes are in place and properly staffed and that stakeholders are well informed about how to use the procedures.

Furthermore, some stakeholders may have to be encouraged to interact in ways that convey genuine empathy, warmth, and mutual regard and respect with a view to creating and maintaining a positive working climate and a psychological sense of community.

At times, we find it necessary to target a specific problem and designated persons. In some instances, rather simple strategies are effective. For example, most motivated individuals can be directly taught ways to improve understanding and communication and avoid or resolve conflicts that interfere with working relationships. In other instances, however, significant remedial action is necessary -- as when overcoming barriers to a working relationship involves countering negative attitudes. Helpful in this regard are analyses, such as that by Sue and Zane (1987), which suggest how to demonstrate that something of value can be gained from individuals working together and how to establish each participant's credibility (e.g., by maximizing task-focus and positive outcomes).

Phase III -- Institutionalizing the Prototype

Maintaining and enhancing changes can be as difficult as making them in the first place. The history of education reform is one of failure to foster promising prototypes in substantive ways and over an extended period of times (Tyack & Cuban, 1995). *Institutionalizing a prototype* entails ensuring that the organization assumes long-term ownership and that there is a blueprint for countering forces that can erode the changes. Moreover, institutionalization is more than a technical process. It requires assimilation of and ongoing adherence to the values inherent in the prototype's underlying rationale. The focus, of course, is not just on maintenance; the point is to move forward by enhancing productive changes and generating a sense of renewal as needed. Critical in all this are specific plans that guarantee ongoing and enhanced leadership and that delineate ways in which planning, implementation, coordination, and continuing education mechanisms are maintained.

Some Major Tasks

Whose responsibility is it to advocate for maintaining and evolving a replicated prototype? As problems arise, whose responsibility is it to lead the way in resolving them? Leadership is the key here -- official leaders such as administrators, mentor staff, union chapter chairs, and elected parent representatives and also natural leaders such as reading and writing teachers. (Obviously, official and natural leaders are not mutually exclusive groups.) At this phase, both types of leadership are essential to ensure a broad enough base for ongoing advocacy, problem solving, enhancement, and renewal. Official leaders provide a legitimate power base as various interests compete for the organization's limited resources, and they play a key role in ensuring that the contributions of natural leaders are recognized and rewarded.

Maintenance and enhancement require that the organization's governance body assumes ownership and program advocacy, such as taking over the temporary steering group's functions, addressing ongoing policy and long-range planning concerns, and maintaining financial support. The foundation for such ownership is laid during the readiness phase. Each element becomes the organization's property as it is established during initial implementation. The official "deed" of ownership is transferred as soon as the prototype is in place.

Ownership, however, is no guarantee of institutionalization. Various forces that can erode reforms always are at work. For instance, teams at a site experience turnover; problems with communication and sharing of resources are chronic; competing interests and the attractiveness of moving on to something new pull attention and resources to other activity. To minimize such problems, steps must be taken to identify and solve them as quickly as is feasible. This requires someone who has the time, energy, and expertise to meet periodically with stakeholders to anticipate and ameliorate threats to a prototype's integrity.

Over time, mechanisms for planning, implementation, and coordination are maintained by ensuring the activity is an official part of the infrastructure, has appropriate leadership, and is effectively supported. Anyone who has worked on a school-based team knows there must be a critical mass of team members so that the work load is manageable and to ensure a broad base of involvement. Also

essential are adequate resources -- including time to learn the role and time to perform the functions, reasonably interesting tasks, technical support for problem solving, recognition and rewards for contributions, immediate replacement when someone leaves, continuing education to enhance team functioning, and so forth. Without serious attention to such matters, the teams' morale and motivation will wane.

Lessons Learned

Newly institutionalized approaches are seriously jeopardized in the absence of dedicated, ongoing capacity-building. Of particular importance are ways to rapidly and effectively assimilate new arrivals at a school (staff, students, families). This is a major concern at sites with considerable turnover or growth. At such sites, the majority of those initially involved in implementing a new approach may be gone within a period of two to three years. Whatever the mobility rate, it is essential to design and maintain transition programs for new arrivals. Initial welcoming and introductory orientations, of course, must be followed-up with ongoing support systems and intensive capacity building related to understanding and valuing the approaches the school has adopted. We find that all this is essential not only to maintain what has been adopted, but also can contribute to establishing schools as caring environments.

Phase IV -- Ongoing Evolution

Ongoing evolution of organizations and programs is the product of efforts to account for accomplishments, deal with changing times and conditions, incorporate new knowledge, and create a sense of renewal as the excitement of newness wears off and the demands of change sap energy. As suggested already, in part, vigor and direction can be maintained through continuing education -- especially exposure to ideas that suggest a range of ways for evolving a program. As the following discussion indicates, ongoing evolution also is fostered by evaluation designed to document accomplishments and provide feedback designed to improve quality.

Increased concern over accountability has advanced the way evaluation is conceived (Posavac & Carey, 1989; Rossi & Freeman, 1989; Scriven, 1993; Sechrest & Figueredo, 1993; Shadish Jr., Cook, & Leviton, 1991; Stake, 1967, 1976; Stufflebeam & Webster, 1983; Weiss, 1995). At the same time, social and political forces literally have shaped the whole enterprise and in the process have narrowed the way professionals, clients, policymakers, underwriters, and the general public think about *program* evaluation. A prevailing cry is for specific evidence of effectiveness. For schools, this means immediate gains on achievement tests. Although understandable in light of the unfilled promise of so many programs and the insatiable demands on limited public finances, such simplistically conceived accountability demands ignore the complexities of developing and scaling-up major reforms.

Formative and Summative Evaluation

Evaluation of a prototype involves more than determining efficacy for students. Broadly stated, it encompasses concerns about how to expand the focus of evaluative research not only to contribute to improving practice, but also to aid in evolving practice and policy (General Accounting Office, 1989; Lyon & Moats, 1997). To facilitate program development and organizational change the primary orientation for evaluation in the early phases, is formative -- especially focused on data gathering and analyses that can help improve procedures. Most of what is written about educational and psychosocial intervention, however, is oriented to summative evaluation and to measuring outcomes for individuals, such as improved reading achievement scores. Replicating approaches to improve learning involve not only changing individuals but changing organizations and systems. Thus, both individuals and systems must be evaluated.

All this presumes appropriate mechanisms to provide and analyze essential information. To these ends, a scale-up staff can help establish an evaluation team and capacity building that prepares a school to conduct evaluation that enhances reforms. The immediate focus is on successful program replication; ultimately, of course, the emphasis must be on student outcomes.

Pursuing Results

Because of the increased interest in accountability, many complex aims are broken down into specific objectives. Indeed, short-range *objectives* stated in measurable terms generally assume a central role in planning. However, short-range objectives are not ends in themselves; they are a small part of a particular goal and aim and sometimes are prerequisites for moving on to a goal. It is essential not to lose sight of the fact that many specific objectives are relatively small, unrepresentative, and often unimportant segments of the most valued aims society has for its citizens -- and that citizens have for themselves.

The problem is well exemplified by the narrow focus found in reviews, analyses, and reanalyses of data on early education (e.g., see Albee & Gullotta, 1997; Bond & Compas, 1989; Dryfoos, 1990; Durlak, 1995; Elias, 1997; Mitchell, Seligson, & Marx, 1989; Schorr, 1988; Slavin, Karweit, & Madden, 1989; Weissberg, Gullotta, Hamptom, Ryan, & Adams, 1997). As such work demonstrates, overemphasis on evaluating the efficacy of underdeveloped prototypes draws resources away from formative evaluation.

With specific respect to scale-up, the first accomplishment is the replication itself: Have all facets been implemented? How completely has each been implemented? at how many locations?. The next set of results are any indications of progress for students, such as improvements in attitudes toward school, health, attendance, behavior, and academic achievement. A final set of evaluation concerns is the degree to which student outcomes approximate societal standards.

Lessons Learned

The process of evaluating results is costly in terms of financial investment, the negative psychological impact on those evaluated, and the ways it can inappropriately reshape new approaches. Cost-effective outcomes cannot be achieved in the absence of effective prototype development and research. *Premature* efforts to carry out comprehensive summative evaluations clearly are not cost-effective. Any reading and writing program will show poor results if it is evaluated before teachers have mastered its application. None of this, of course, is an argument against evaluating results. Rather, it is meant to underscore concerns and encourage greater attention to addressing them.

Once a prototype is established, care must be taken to avoid developing outcome evaluation as an adversarial process. Because of the political realities related to accountability, one of the most perplexing facets to negotiate is the time frame for summative evaluation. The more complex the prototype, the longer it takes and the costlier it is to implement and evaluate. Schools usually want quick processes and results and, of course, rarely can afford costly innovations or lengthy diffusion activity. Compromises are inevitable but must arrived at with great care not to undermine the substance of proposed changes.

The psychology of evaluation suggests that an overemphasis on "accountability" tends to produce negative reactions. One possible way to counter this may be to conceive evaluation as a way for every stakeholder to self-evaluate as a basis for quality improvement and as a way of getting credit for all that is accomplished. Unfortunately, as accountability pressures increase, we find that replication of prototypes are guided more by what can be measured than by long-range aims. That is, demands for immediate accountability reshape practices so that the emphasis shifts to immediate and readily measured objectives and away from fundamental purposes. Over time, this inappropriately leads to radical revision of the underlying rationale for a prototype.

Concluding Comments

Those who set out to change schools and schooling are confronted with two enormous tasks. The first is to develop prototypes; the second involves large-scale replication. One without the other is insufficient. Yet considerably more attention is paid to developing and validating prototypes than to delineating and testing scale-up processes. Clearly, it is time to correct this deficiency.

The ideas presented here are meant to stimulate work on the problem and thereby to advance the cause of educational reform.

Finally, in fairness to those who labor for educational reform, we all must remember that the quality of schooling, family life, and community functioning spirals up or down as a function of the quality of the ongoing transactions among each. Thus, scale-up efforts related to educational reform must take place within the context of a political agenda that addresses ways to strengthen the family and community infrastructure through strategies that enhance economic opportunity, adult literacy, and so forth. What we need are policies to develop, demonstrate, and scale-up comprehensive, multifaceted, integrated approaches that can effectively address barriers to development, learning, and teaching.

I suspect that many children would learn arithmetic, and learn it better, if it were illegal.

John Holt

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Notes

1. There is an extensive literature in this area. See: Argyris (1993), Barth (1990), Bass (1997), Bass & Avolio (1994), Connor & Lake (1988), Cunningham & Gresso (1993), Donahoe (1993), Elmore & Associates (1990), Fullan & Stiegelbauer (1991), Hatch (1998), Heller (1990), Hollander & Offermann (1990) House (1996), Lewis (1989), Lieberman & Miller (1990), Maton & Salem (1995), Miles & Louis (1990), Murphy (1991), Newmann (1993), Peterson, McCartney, & Elmore, 1996, Replication and Program Services (1993), Sarason (1990, 1996), Schlechty (1990), Schmuck & Runkel (1985), Smith & O'Day (1991), Spillane (1998), Waterman (1987), and Wehlage, Smith, & Lipman (1992).

Appendix F

Resource Coordinating Teams and Multi-Locality Councils

A *Resource Coordinating Team* provides an example of a mechanism designed to reduce fragmentation and enhance resource availability and use (with a view to enhancing cost-effectiveness). Such a mechanism is used to develop ways to weave together existing school and community resources and encourage services and programs to function in an increasingly cohesive way.

A resource oriented team *differs* from teams that review individuals with problems (such as a case management or student success team). Its focus is not on specific cases, but on clarifying resources and their best use. In doing so, it provides what often is a missing mechanism for managing and enhancing *systems* to coordinate, integrate, and strengthen interventions. Such a team can (a) map and analyze activity and resources with a view to improving coordination, (b) ensure there are effective systems for referral, case management, and quality assurance, (c) guarantee there are procedures for effective management of programs and information and for communication among staff and with the home, and (d) explore ways to redeploy and enhance resources -- such as clarifying which activities are nonproductive and suggesting better uses for resources, as well as reaching out to connect with additional resources.

Although a resource oriented team might be created solely around health and psychosocial programs, such a mechanism is meant to bring together representatives of all major programs and services in a locality (e.g., school staff such as guidance counselors, school psychologists, nurses, social workers, attendance and dropout counselors, health educators, special education staff, bilingual program coordinators; representatives of various community agencies and resources). The intent also is to include the energies and expertise of key administrators, parents, and older students. Where creation of "another team" is seen as a burden, existing teams have demonstrated the ability to extend their focus to resource coordination.

Properly constituted, trained, and supported, a resource oriented team complements the work of the governance bodies through providing on-site overview, leadership, and advocacy for resources and activities. Having at least one representative from the resource team on relevant governing and planning bodies is seen as necessary in ensuring that essential programs and services are maintained, improved, and increasingly integrated other major school and community reform initiatives.

To facilitate resource coordination and enhancement among several localities (e.g., a high school, its feeder middle and elementary schools, and surrounding neighborhood resources), the mechanism of a Resource Coordinating *Council* brings together representatives of each resource *team*. Several localities can work together to achieve economies of scale. They also should work together because, in many cases, they are concerned with the same families (e.g., a family often has children at each level of schooling). Moreover, schools in a given locale usually are trying to establish linkages with the same set of community resources and a resource council can help ensure cohesive and equitable deployment of such resources.

The Exhibits on the following pages provide some guidelines for establishing such groups. They were developed for use by schools and clusters/families of schools, but the processes are easily adapted for use by school-community partnerships.

Exhibit

School-site Resource Coordinating *Teams* and Multisite Resource Coordinating *Councils*

A. Resource Coordinating Team

Creation of a School-site Resource Coordinating *Team* provides a good starting place in efforts to enhance coordination and integration of services and programs. Such a team not only can begin the process of transforming what is already available, it can help reach out to District and community resources to enhance enabling activity.

Purposes

Such a team exemplifies the type of on-site organizational mechanism needed for overall cohesion and coordination of school support programs for students and families. Minimally, such a team can reduce fragmentation and enhance cost-efficacy by assisting in ways that encourage programs to function in a coordinated and increasingly integrated way. For example, the team can develop communication among school staff and to the home about available assistance and referral processes, coordinate resources, and monitor programs to be certain they are functioning effectively and efficiently. More generally, this group can provide leadership in guiding school personnel and clientele in evolving the school's vision for its support program (e.g., as not only preventing and correcting learning, behavior, emotional, and health problems but as contributing to classroom efforts to foster academic, social, emotional, and physical functioning). The group also can help to identify ways to improve existing resources and acquire additional ones.

Major examples of the group's activity are

- preparing and circulating a list profiling available resources (programs, personnel, special projects, services, agencies) at the school, in the district, and in the community
- clarifying how school staff and families can access them
- refining and clarifying referral, triage, and case management processes to ensure resources are used appropriately (e.g., where needed most, in keeping with the principle of adopting the least intervention needed, with support for referral follow-through)
- mediating problems related to resource allocation and scheduling,
- ensuring sharing, coordination, and maintenance of needed resources,
- exploring ways to improve and augment existing resources to ensure a wider range are available (including encouraging preventive approaches, developing linkages with other district and community programs, and facilitating relevant staff development)
- evolving a site's enabling activity infrastructure by assisting in creation of area program teams and Family/Parent Centers as hubs for enabling activity

Membership

Team membership typically includes representatives of all activity designed to support a school's teaching efforts (e.g., a school psychologist, nurse, counselor, social worker, key special education staff, etc.), along with someone representing the governance body (e.g., a site administrator such as an assistant principal). Also, included are representatives of community agencies already connected with the school, with others invited to join the team as they became involved.

The team meets as needed. Initially, this may mean once a week. Later, when meetings are scheduled for every 2-3 weeks, continuity and momentum are maintained through interim tasks performed by individuals or subgroups. Because some participants are at a school on a part-time basis, one of the problems that must be addressed is that of rescheduling personnel so that there is an overlapping time for meeting together. Of course, the reality is that not all team members will be able to attend every meeting, but a good approximation can be made at each meeting, with steps taken to keep others informed as to what was done.

(cont.)

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Exhibit (cont.)

School-site Resource Coordinating *Teams* and Multisite Resource Coordinating *Councils*

A Resource Coordinating Team differs from Student Study and Guidance Teams. The focus of a Resource Coordinating Team is not on individual students. Rather, it is oriented to clarifying resources and how they are best used. That is, it provides a necessary mechanism for enhancing *systems* for communication and coordination.

For many support service personnel, their past experiences of working in isolation -- and in competition -- make this collaborative opportunity unusual and one which requires that they learn new ways of relating and functioning. For those concerned with school restructuring, establishment of such a team is one facet of efforts designed to restructure school support services in ways that (a) integrates them with school-based/linked support programs, special projects, and teams and (b) outreaches and links up with community health and social service resources.

B. Resource Coordinating Council

Schools in the same geographic (catchment) area have a number of shared concerns, and feeder schools often are interacting with the same family. Furthermore, some programs and personnel are (or can be) shared by several neighboring schools, thus minimizing redundancy and reducing costs.

Purpose

In general, a group of sites can benefit from having a Resource Coordinating *Council* as an ongoing mechanism that provides leadership, facilitates communication, and focuses on coordination, integration, and quality improvement of whatever range of activity the sites has for enabling activity.

Some specific functions are

- To share information about resource availability (at participating schools and in the immediate community and in geographically related schools and district-wide) with a view to enhancing coordination and integration
- To identify specific needs and problems and explore ways to address them (e.g., Can some needs e met by pooling certain resources? Can improved linkages and collaborations be created with community agencies? Can additional resources be acquired? Can some staff and other stakeholder development activity be combined?)
- To discuss and formulate longer-term plans and advocate for appropriate resource allocation related to enabling activities.

Membership

Each school can be represented on the *Council* by two members of its Resource *Team*. To assure a broad perspective, one of the two can be the site administrator responsible for enabling activity; the other can represent line staff.

Facilitation

Council facilitation involves responsibility for convening regular monthly (and other ad hoc) meetings, building the agenda, assuring that meetings stay task focused and that between meeting assignments will be carried out, and ensuring meeting summaries are circulated.

With a view to shared leadership and effective advocacy, an administrative leader and a council member elected by the group can co-facilitate meetings. Meetings can be rotated among schools to enhance understanding of each site in the council.

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Exhibit

Examples of Resource Coordination *Team's* Initial and Ongoing Tasks

- Orientation for representatives to introduce each to the other and provide further clarity of Team's purposes and processes
- Review membership to determine if any group or major program is not represented; take steps to assure proper representation
- Share information regarding what exists at the site (programs, services, systems for triage, referral, case management)
- Share information about other resources at complex schools and in the immediate community and in the cluster and district-wide
- Analyze information on resources to identify important needs at the site
- Establish priorities for efforts to enhance resources and systems
- Formulate plans for pursuing priorities
- Discussion of the need to coordinate crisis response across the complex and to share complex resources for site specific crises (with conclusions to be share at Complex Resource Coordinating Council)
- Discussion of staff (and other stakeholder) development activity
- Discussion of quality improvement and longer-term planning (e.g., efficacy, pooling of resources)

General meeting format

- Updating on and introduction of team membership
- Reports from those who had between meeting assignments
- Current topic for discussion and planning
- Decision regarding between meeting assignments
- Ideas for next agenda

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Checklist for Establishing School-Site Collaborative Teams

1.____ Job descriptions/evaluations reflect a policy for working in a coordinated and increasingly integrated way to maximize resource use and enhance effectiveness (this includes allocation of time and resources so that team members can build capacity and work effectively together to maximize resource coordination and enhancement).

2.____ Every staff member is encouraged to participate on some team to improve students' classroom functioning and can choose teams whose work interests them.

3.____ Teams include key stakeholders (current resource staff, special project staff, teachers, site administrators, parents, older students, others from the community, including representatives of school-linked community services).

4.____ The size of teams reflects current needs, interests, and factors associated with efficient and effective functioning. (The larger the group, the harder it is to find a meeting time and the longer each meeting tends to run. Frequency of meetings depends on the group's functions, time availability, and ambitions. Properly designed and trained teams can accomplish a great deal through informal communication and short meetings).

5.____ There is a core of team members who have or will acquire the ability to carry out identified functions and make the mechanism work (others are auxiliary members). All are committed to the team's mission. (Building team commitment and competence should be a major focus of school management policies and programs. Because several teams require the expertise of the same personnel, some individuals will necessarily be on more than one team.)

6.____ Each team has a dedicated leader/facilitator who is able to keep the group task-focused and productive

7.____ Each team has someone who records decisions and plans and reminds members of planned activity and products.

8.____ Teams use advanced technology (management systems, electronic bulletin boards and email, resource clearinghouses) to facilitate communication, networking, program planning and implementation, linking activity, and a variety of budgeting, scheduling, and other management concerns.

Exhibit

Developing a Multisite Resource Coordinating *Council*

Location

Meeting at each school on a rotating basis can enhance understanding of the complex.

Steps in Establishing a Complex Coordinating Council

a. Informing potential members about the Council's purpose and organization (e.g., functions, representation, time commitment).

Accomplished through presentations and handouts.

b. Selection of representatives.

Chosen at a meeting of a school's Resource Coordinating Team. (If there is not yet an operational Team, the school's governance can choose acting representatives.)

c. Task focus of initial meetings

- Orient representatives to introduce each to the other and provide further clarity of Council's purposes and processes
- Review membership to determine if any group or major program is not represented; take steps to assure proper representation
- Share information regarding what exists at each site
- Share information about other resources at complex schools and in the immediate community and in the cluster and district-wide
- Analyze information on resources to identify important needs at specific sites and for the complex as a whole
- Establish priorities for efforts to enhance resources
- Formulate plans for pursuing priorities
- Discuss plan for coordinated crisis response across the complex and sharing of resources for site specific crises
- Discuss combined staff (and other stakeholder) development activity
- Discuss (and possibly visit) school-based centers (Family Service Center, Parent Center) with a view to clarifying the best approach for the complex
- Discuss quality improvement and longer-term planning (e.g., efficacy, pooling of resources)

d. General meeting format

- Updating on and introduction of council membership
- Reports from those who had between meeting assignments
- Current topic for discussion and planning
- Decision regarding between meeting assignments
- Ideas for next agenda

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Forming a Working Group

- There should be a clear statement about the group's mission.
- Be certain that members agree to pursue the stated mission and, for the most part, share a vision.
- Pick someone who the group will respect and who either already has good facilitation skills or will commit to learning those that are needed.
- Provide training for members so they understand their role in keeping a meeting on track and turning talk into effective action.
- Designate processes (a) for sending members information before a meeting regarding what is to be accomplished, specific agenda items, and individual assignments and (b) for maintaining and circulating a record of decisions and planned actions (what, who, when).

Meeting Format

- Be certain there is a written agenda and that it clearly states the purpose of the meeting, specific topics, and desired outcomes for the session.
- Begin the meeting by reviewing purpose, topics, desired outcomes, etc. Until the group is functioning well, it may be necessary to review meeting ground rules.
- Facilitate the involvement of all members, and do so in ways that encourage them to focus specifically on the task. The facilitator remains neutral in discussion of issues.
- Try to maintain a comfortable pace (neither too rushed, nor too slow; try to start on time and end on time -- but don't be a slave to the clock).
- Periodically review what has been accomplished and move on to the next item.
- Leave time to sum up and celebrate accomplishment of outcomes and end by enumerating specific follow-up activity (what, who, when). End with a plan for the next meeting (date, time, tentative agenda). For a series of meetings, set the dates well in advance so members can plan their calendars.

Some Group Dynamics to Anticipate

- *Hidden Agendas* -- All members should agree to help keep hidden agendas in check and, when such items cannot be avoided, facilitate the rapid presentation of a point and indicate where the concern needs to be redirected.
- *A Need for Validation* -- When members make the same point over and over, it usually indicates they feel an important is not being validated. To counter such disruptive repetition, account for the item in a visible way so that members feel their contributions have been acknowledged. When the item warrants discussion at a later time, assign it to a future agenda.
- *Members are at an Impasse* -- Two major reasons groups get stuck are: (a) some new ideas are needed to "get out of a box" and (b) differences in perspective need to be aired and resolved. The former problem usually can be dealt with through brainstorming or by bringing in someone with new ideas to offer; to deal with conflicts that arise over process, content, and power relationships, employ problem solving and conflict management strategies (e.g., accommodation, negotiation, mediation).
- *Interpersonal Conflict and Inappropriate Competition* -- These problems may be corrected by repeatedly bringing the focus back to the goal -- improving outcomes for students/families; when this doesn't work, restructuring group membership may be necessary.
- *Ain't It Awful!* -- Daily frustrations experienced by staff often lead them to turn meetings into gripe sessions. Outside team members (parents, agency staff, business and/or university partners) can influence school staff to exhibit their best behavior.

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Appendix G

Rethinking a School Board's Current Committee Structure

Most school boards do not have a standing committee that gives full attention to the problem of how schools address barriers to learning and teaching. This is not to suggest that boards are ignoring such matters. Indeed, items related to these concerns appear regularly on every school board's agenda. The problem is that each item tends to be handled in an ad hoc manner, without sufficient attention to the "Big Picture." One result is that the administrative structure in most districts is not organized in ways that coalesce its various functions (programs, services) for addressing barriers. The piecemeal structure reflects the marginalized status of such functions and both creates and maintains the fragmented policies and practices that characterize efforts to address barriers to student learning.

Analyzing How the Board's Committee Structure Handles Functions Related to Addressing Barriers

Given that every school endeavors to address barriers to learning and teaching, school boards should carefully analyze how their committee structure deals with these functions. Because boards already have a full agenda, such an analysis probably will require use of an ad hoc committee. This committee should be charged with clarifying whether the board's structure, time allotted at meetings, and the way the budget and central administration are organized allow for a thorough and cohesive overview of all functions schools pursue to enable learning and teaching. In carrying out this charge, committee members should consider work done by pupil services staff (e.g., psychologists, counselors, social workers, attendance workers, nurses), compensatory and special education, safe and drug free schools programs, dropout prevention, aspects of school readiness and early intervention, district health and human service activities, initiatives for linking with community services, and more. Most boards will find (1) they don't have a big picture perspective of how all these functions relate to each other, (2) the current board structure and processes for reviewing these functions do not engender a thorough, cohesive approach to policy, and (3) functions related to addressing barriers to learning are distributed among administrative staff in ways that foster fragmentation.

If this is the case, the board should consider establishing a standing committee that focuses indepth and consistently on the topic of how schools in the district can enhance their efforts to improve instruction by addressing barriers in more cohesive and effective ways.

What a Standing Committee Needs to Do

The primary assignment for the committee is to develop a comprehensive policy framework to guide reforms and restructuring so that *every school* can make major improvements in how it addresses barriers interfering with the performance and learning of its students. Developing such a framework requires revisiting existing policy with a view to making it more cohesive and, as gaps are identified, taking steps to fill them.

Mapping

Current policies, practices, and resources must be well-understood. This requires using the lens of addressing barriers to learning to do a complete mapping of all district owned programs, services, personnel, space, material resources, cooperative ventures with community agencies, and so forth. The mapping process should differentiate between (a) regular, long-term programs and short-term projects, (b) those that have the potential to produce major results and those likely to produce superficial outcomes, and (c) those designed to benefit all or most students at every school site and those designed to serve a small segment of the district's students. In looking at income, in-kind contributions, and expenditures, it is essential to distinguish between "hard" and "soft" money (e.g., the general funds budget, categorical and special project funds, other sources that currently or potentially can help underwrite programs). It is also useful to differentiate between long- and short-term soft money. It has been speculated that when the various sources of support are totaled in certain schools as much as 30% of the resources may be going to addressing barriers to learning. Reviewing the budget through this lens is essential in moving beyond speculation about such key matters.

Analysis

Because of the fragmented way policies and practices have been established, there tends to be inefficiency and redundancy, as well as major gaps in efforts to address barriers to learning. Thus, a logical focus for analysis is how to reduce fragmentation and fill gaps in ways that increase effectiveness and efficiency. Another aspect of the analysis involves identifying activities that have little or no effects; these represent resources that can be redeployed to help underwrite the costs of filling major gaps.

Formulation of a policy framework and specific proposals for systemic reforms

A framework offering a picture of the district's total approach for addressing barriers to learning should be formulated to guide long-term strategic planning. A well-developed framework is an essential tool for evaluating all proposals in ways that minimize fragmented and piecemeal approaches. It also provides guidance in outreaching to link with community resources in ways that fill gaps and complement school programs and services. That is, it helps avoid creating a new type of fragmentation by clarifying cohesive ways to weave school and community resources together.

Formulate specific proposals to ensure the success of systemic reforms

The above tasks are not simple ones. And even when they are accomplished, they are insufficient. The committee must also develop policy and restructuring proposals that enable substantive systemic changes. These include essential capacity building strategies (e.g., administrative restructuring, leadership development, budget reorganization, developing stakeholder readiness for changes, well-trained change agents, strategies for dealing with resistance to change, initial and ongoing staff development, monitoring and accountability). To achieve economies of scale, proposals can capitalize on the natural connections between a high school and its feeders (or a "family" of schools). Centralized functions should be redefined and restructured to ensure that central offices/units support what each school and family of schools is trying to accomplish.

Committee Composition

The nature and scope of the work call for a committee that encompasses

- one or more board members who chair the committee (all board members are welcome and specific ones are invited to particular sessions as relevant)
- district administrator(s) in charge of relevant programs (e.g., student support services, Title I, special education)
- several key district staff members who can represent the perspectives of principals, union members, and various other stakeholders
- nondistrict members whose jobs and expertise (e.g., public health, mental health, social services, recreation, juvenile justice, post secondary institutions) make them invaluable contributors to the tasks at hand .

To be more specific:

> It helps if more than one board member sits on the committee to minimize proposals being contested as the personal/political agenda of a particular board member.
>
> Critical information about current activity can be readily elicited through the active participation of a district administrator (e.g., a deputy/associate/assistant superintendent) responsible for "student support programs" or other major district's programs that address barriers to learning.

Similarly, a few other district staff usually are needed to clarify how efforts are playing out at schools across the district and to ensure that site administrators, line staff, and union considerations are discussed. Also, consideration should be given to including representatives of district parents and students.

Finally, the board should reach out to include members on the standing committee from outside the district who have special expertise and who represent agencies that are or might become partners with the district in addressing barriers to learning. For example, in the Los Angeles Unified School District, the committee included key professionals from post secondary institutions, county departments for health, and social services, public and private youth development and recreation organizations, and the United Way. The organizations all saw the work as highly related to their mission and were pleased to donate staff time to the committee.

Ensuring the Committee's Efforts Bear Fruit

The committee's efforts will be for naught if the focus of their work is not a regular topic on the board's agenda and a coherent section of the budget. Moreover, the board's commitment must be to addressing barriers to learning in powerful ways that enable teachers to be more effective -- as contrasted to a more limited commitment to providing a few mandated services or simply increasing access to community services through developing coordinated/integrated school-linked services.

Given the nature and scope of necessary changes and the limited resources available, the board probably will have to ask for significant restructuring of the district bureaucracy. (Obviously, the aim is not to create a larger central bureaucracy.) It also must adopt a realistic time frame for fully accomplishing the changes.

Lessons Learned

Based on work in this area, it seems worth underscoring a few key problems that should be anticipated. In doing so, we also suggest some strategies to counter them. Not surprisingly, the problems are rather common ones associated with committee and team endeavors. Since most could be minimized, it is somewhat surprising how often no plans are made to reduce their impact.

Agreement about the committee's goals and timeline

Although a statement of general purpose usually accompanies its creation, such committees tend to flounder after a few meetings if specific steps for getting from here to there are not carefully planned and articulated. In the longer run, the committee is undermined if *realistic* timelines are not attached to expectations regarding task accomplishments.

> Possible strategy: Prior to the first meeting a subgroup could draft a statement of long-term aims, goals for the year, and immediate objectives for the first few meetings. Then, they could delineate steps and timelines for achieving the immediate objectives and goals for the year. This "strategic plan" could then be circulated to members for amendment and ratification.

Agenda setting

Those who set the agenda control what is accomplished. Often such agendas do not reflect a strategic approach for major policy and systemic reforms. The more ambitious the goals, the more difficult it is to work in a systematic manner. Committees have difficulty doing first things first. For example, the first step is to establish a big picture policy framework; then specifics can be fleshed out. In fleshing out specifics, the first emphasis is on restructuring and redeploying poorly used resources; this work provides the context for exploring how to enhance resources.

> Possible strategy: The committee could delegate agenda setting to a small subgroup who are perceived as having a comprehensive understanding of the strategic process necessary for achieving the committee's desired ends.

Keeping on task

It is very easy to bog the committee's work down by introducing distractions and through poor meeting facilitation. Bogging things down can kill members' enthusiasm; conversely, well-run and productive meetings can generate long-term commitment and exceptional participation. Matters that can make the process drag along include the fact that committee members have a great deal to learn before they can contribute effectively. Nondistrict members often require an introductory "course" on schools and school culture. District members usually require a similar introduction to the ABCs of community agencies and resources. Staff asked to describe a program are inclined to make lengthy presentations. Also, there are a variety of immediate concerns that come to the board that fall under the purview and expertise of such a standing committee (e.g., ongoing proposals for programs and resource allocation, sudden crises).

Possible strategy: The key to appropriately balancing demands is careful agenda setting. The key to meetings that effectively move the agenda forward is firm facilitation that is implemented gently, flexibly, and with good humor. This requires assigning meeting facilitation to a committee member with proven facilitation skills or, if necessary, recruiting a non committee member who has such skills.

Working between meetings

When committees meet only once a month or less often, it is unlikely that proposals for major policy and systemic reforms will be forthcoming in a timely and well-formulated manner.

Possible strategy: Subgroups of the committee can be formed to work between meetings. These work groups can accomplish specific tasks and bring the products to the full committee for amendment and ratification. Using such a format, the agenda for scheduled committee meetings can be streamlined to focus on refining work group products and developing guidelines for future work group activity.

Avoiding Fragmentation

As Figure 3 highlights, the functions with which the committee is concerned overlap the work of board committees focusing on instruction and the governance and management of resources. Unless there are effective linkages between committees, fragmentation is inevitable.

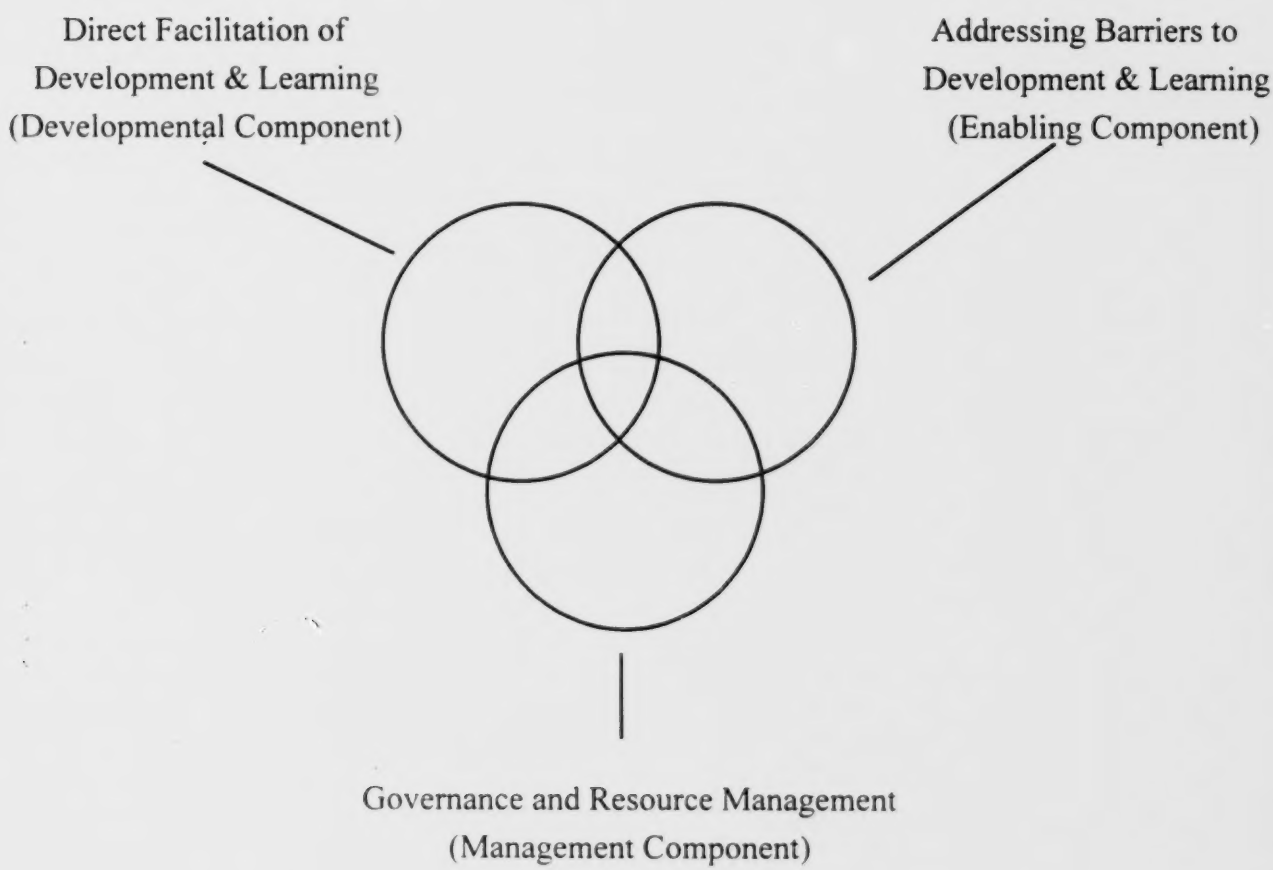
Possible strategy: Circulating all committee agendas and minutes; cross-committee participation or joint meetings when overlapping interests are on the agenda.

Minimizing political and interpersonal machinations

Obviously, school boards are political entities. Therefore, besides common interpersonal conflicts that arise in most groups, differences in ideology and constituent representation can interfere with a committee accomplishing its goals.

Possible strategy: At the outset, it is wise to identify political and interpersonal factors that might undermine acceptance of the committee's proposals. Then steps can be taken to negotiate agreements with key individuals in order to maximize the possibility that proposals are formulated and evaluated in a nonpartisan manner.

Figure 3. Functional Focus for Reform and Restructuring



Concluding Comments

As school boards strive to improve schools, the primary emphasis is on high standards, high expectations, assessment, accountability, and no excuses. These are all laudable guidelines for reform. They are simply not sufficient.

It is time for school boards to deal more effectively with the reality that, by themselves, the best instructional reforms cannot produce desired results when large numbers of students are not performing well. It is essential to enhance the way every school site addresses barriers to learning and teaching. Each school needs policy support to help evolve a comprehensive, multifaceted, and well-integrated approach for addressing barriers and for doing so in ways that weave the work seamlessly with the school's efforts to enhance instruction and school management.

Progress along these lines is hampered by the marginalized status of programs and personnel whose primary focus is on enabling learning by effectively addressing barriers. Most school boards do not have a standing committee that focuses exclusively on this arena of policy and practice. The absence of such a structural mechanism makes it difficult to focus powerfully and cohesively on improving the way current resources are used and hinders exploring the best ways to evolve the type of comprehensive and multifaceted approaches that are needed to produce major gains in student achievement.

Appendix H

Tools for Mapping Resources

- A Mapping Matrix
- School- Community Partnerships: Self Study Survey
- Overview of a Set of Surveys to Map What a School Has and What it Needs to Address Barriers to Learning
- Several Examples from Kretzmann & McKnight's (1993) work entitled *Building Communities from the Inside Out: A Path toward Finding and Mobilizing a Community's Assets.*
  - >Community Assets Map
  - >Neighborhood Assets Map
  - >Potential School-Community Relationships

A Mapping Matrix for Analyzing *School-Community Partnerships* Relevant to Addressing Barriers to Learning and Promoting Healthy Development

Q. Why do an analysis focused specifically on school-community *partnerships?*

A. To help policy makers improve the use of limited resources, enhance effective and equitable use of resources, expand availability and access, and increase the policy status of efforts to address barriers to learning and promote healthy development.

In many neighborhoods:

- neither schools nor communities can afford to offer some very important programs/services by themselves, and they shouldn't try to carry out similar programs/services in ways that produce wasteful redundancy or competition;
- schools and communities need to work together in well orchestrated ways to achieve equitable availability and access to programs/services and to improve effectiveness;
- the absence of strong school-community partnerships contributes to the ongoing marginalization of efforts to address barriers to learning and promote healthy development;
- the development of strong school-community partnerships is essential to strengthening the community and its schools.

Using the Matrix

(1) Quickly identify any school-community partnerships you have information about with respect to each cell of the matrix.

(Do the various catalogues clarify school-community *partnerships*? Just because a community program has some connection with a school, doesn't make it a partnership.)

(2) Improve matrix based on feedback from doing Step 1.

(3) By way of analysis:

(a) Which cells have little in them?
(This may be because we don't know about certain programs.
It may be because there are relevant programs but they are not part of school-community partnerships.)

(b) How should we differentiate among the types of school-community connections?
(e.g., nature and scope of connections -- at least three major dimensions:
>strength of connection, such as contracted partnership
>breadth of intervention, such as program is for all students
>provision for sustainability, such as institutionalized with line-item budget)

(4) What steps can we take to find the information we need to complete the analyses?

	Health (physical, mental)	Education (regular/special trad./alternative)	Social Services	Work/ Career	Enrichment/ Recreation	Juvenile Justice	Neighborhood/ Comm. Improvement
Prevention							
Early-After-Onset Intervention							
Treatment of Chronic & Severe Problems							

Level of Initiatives

- National (federal/private)
- State-wide
- Local
- School/neighborhood

Questions:

What are the initiatives at the various levels?

How do they relate to each other?

How do they play out a school site and in a neighborhood?

Who in the Community Might "Partner" with Schools?

Formal efforts to create school-community partnerships to improve school and neighborhood, involve building formal relationships to connect resources involved in preK-12 schooling and resources in the community (including formal and informal organizations such as those listed below).

Partnerships may be established to connect and enhance programs by increasing availability and access and filling gaps. The partnership may involve use of school or neighborhood facilities and equipment; sharing other resources; collaborative fund raising and grant applications; shared underwriting of some activity; donations; volunteer assistance; pro bono services, mentoring, and training from professionals and others with special expertise; information sharing and dissemination; networking; recognition and public relations; mutual support; shared responsibility for planning, implementation, and evaluation of programs and services; building and maintaining infrastructure; expanding opportunities for assistance, community service, internships, jobs, recreation, enrichment; enhancing safety; shared celebrations; building a sense of community.

County Agencies and Bodies
(e.g., Depts. of Health, Mental Health, Children & Family Services, Public Social Services, Probation, Sheriff, Office of Education, Fire, Service Planning Area Councils, Recreation & Parks, Library, courts, housing)

Municipal Agencies and Bodies
(e.g., parks & recreation, library, police, fire, courts, civic event units)

Physical and Mental Health & Psychosocial Concerns Facilities and Groups
(e.g., hospitals, clinics, guidance centers, Planned Parenthood, Aid to Victims, MADD, "Friends of" groups; family crisis and support centers, helplines, hotlines, shelters, mediation and dispute resolution centers)

Mutual Support/Self-Help Groups
(e.g., for almost every problem and many other activities)

Child care/preschool centers

Post Secondary Education Institutions/Students
(e.g., community colleges, state universities, public and private colleges and universities, vocational colleges; specific schools within these such as Schools of Law, Education, Nursing, Dentistry)

Service Agencies
(e.g., PTA/PTSA, United Way, clothing and food pantry, Visiting Nurses Association, Cancer Society, Catholic Charities, Red Cross, Salvation Army, volunteer agencies, legal aid society)

Service Clubs and Philanthropic Organizations
(e.g., Lions Club, Rotary Club, Optimists, Assistance League, men's and women's clubs, League of Women Voters, veteran's groups, foundations)

Youth Agencies and Groups
(e.g., Boys and Girls Clubs, Y's, scouts, 4-H, KYDS, Woodcraft Rangers)

Sports/Health/Fitness/Outdoor Groups
(e.g., sports teams, athletic leagues, local gyms, conservation associations, Audubon Society)

Community Based Organizations
(e.g., neighborhood and homeowners' associations, Neighborhood Watch, block clubs, housing project associations, economic development groups, civic associations)

Faith Community Institutions
(e.g., congregations and subgroups, clergy associations, Interfaith Hunger Coalition)

Legal Assistance Groups
(e.g., Public Counsel, schools of law)

Ethnic Associations
(e.g., Committee for Armenian Students in Public Schools, Korean Youth Center, United Cambodian Community, African-American, Latino, Asian-Pacific, Native American Organizations)

Special Interest Associations and Clubs
(e.g., Future Scientists and Engineers of America, pet owner and other animal-oriented groups)

Artists and Cultural Institutions
(e.g., museums, art galleries, zoo, theater groups, motion picture studios, TV and radio stations, writers' organizations, instrumental/choral, drawing/painting, technology-based arts, literary clubs, collector's groups)

Businesses/Corporations/Unions
(e.g., neighborhood business associations, chambers of commerce, local shops, restaurants, banks, AAA, Teamsters UTLA)

Media
(e.g., newspapers, TV & radio, local assess cable)

Family members, local residents, senior citizens groups

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School-Community Partnerships: Self-Study Surveys

Formal efforts to create school-community partnerships to improve school and neighborhood, involve building formal relationships to connect resources involved in preK-12 schooling and resources in the community (including formal and informal organizations such as the home, agencies involved in providing health and human services, religion, policing, justice, economic development; fostering youth development, recreation, and enrichment; as well as businesses, unions, governance bodies, and institutions of higher education).

As you work toward enhancing such partnerships, it helps to clarify what you have in place as a basis for determining what needs to be done. You will want to pay special attention to

- *clarifying what resources already are available*
- *how the resources are organized to work together*
- *what procedures are in place for enhancing resource usefulness*

The following set of surveys are designed as self-study instruments related to school-community partnerships. Stakeholders can use such surveys to map and analyze the current status of their efforts.

This type of self-study is best done by teams. For example, a group of stakeholders could use the items to discuss how well specific processes and programs are functioning and what's not being done. Members of the team initially might work separately in filling out the items, but the real payoff comes from discussing them as a group. The instrument also can be used as a form of program quality review.

In analyzing, the status of their school-community partnerships, the group may decide that some existing activity is not a high priority and that the resources should be redeployed to help establish more important programs. Other activity may be seen as needing to be embellished so that it is effective. Finally, decisions may be made regarding new desired activities, and since not everything can be added at once, priorities and timelines can be established.

Survey (self-study) –

Overview of Areas for School-Community Partnership

Indicate the status of partnerships between a given school or family of schools and community with respect to each of the following areas.

Please indicate all items that apply	Yes	Yes but more of this is needed	No	If no, is this something you want?
A. Improving the School (name of school(s): _____)				
1. the instructional component of schooling	___	___	___	___
2. the governance and management of schooling	___	___	___	___
3. financial support for schooling	___	___	___	___
4. school-based programs and services to address barriers to learning	___	___	___	___
B. Improving the Neighborhood (through enhancing linkages with the school, including use of school facilities and resources)				
1. youth development programs	___	___	___	___
2. youth and family recreation and enrichment opportunities	___	___	___	___
3. physical health services	___	___	___	___
4. mental health services	___	___	___	___
5. programs to address psychosocial problems	___	___	___	___
6. basic living needs services	___	___	___	___
7. work/career programs	___	___	___	___
8. social services	___	___	___	___
9. crime and juvenile justice programs	___	___	___	___
10. legal assistance	___	___	___	___
11. support for development of neighborhood organizations	___	___	___	___
12. economic development programs	___	___	___	___

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Survey (self-study) -- Overview of System Status for Enhancing School-Community Partnership

Items 1-7 ask about what processes are in place.
Use the following ratings in responding to these items.

DK = don't know
1 = not yet
2 = planned
3 = just recently initiated
4 = has been functional for a while
5 = well institutionalized (well established with a commitment to maintenance)

1. Is there a stated policy for enhancing school-community partnerships (e.g., from the school, community agencies, government bodies)? DK 1 2 3 4 5

2. Is there a designated leader or leaders for enhancing school-community partnerships? DK 1 2 3 4 5

3. With respect to each entity involved in the school-community partnerships have specific persons been designated as representatives to meet with each other? DK 1 2 3 4 5

4. Do personnel involved in enhancing school-community partnerships meet regularly as a team to evaluate current status and plan next steps? DK 1 2 3 4 5

5. Is there a written plan for capacity building related to enhancing the school-community partnerships? DK 1 2 3 4 5

6. Are there written descriptions available to give all stakeholders regarding current school-community partnerships DK 1 2 3 4 5

7. Are there effective processes by which stakeholders learn

   (a) what is available in the way of programs/services? DK 1 2 3 4 5

   (b) how to access programs/services they need? DK 1 2 3 4 5

Survey (self-study) -- Overview of System Status for Enhancing School-Community Partnership (cont.)

Items 8- 9 ask about effectiveness of existing processes.
Use the following ratings in responding to these items.

DK = don't know
1 = hardly ever effective
2 = effective about 25 % of the time
3 = effective about half the time
4 = effective about 75% of the time
5 = almost always effective

8. In general, how effective are your local efforts to enhance school-community partnerships? DK 1 2 3 4 5

9. With respect to enhancing school-community partnerships, how effective are each of the following:

(a) current policy DK 1 2 3 4 5

(b) designated leadership DK 1 2 3 4 5

(c) designated representatives DK 1 2 3 4 5

(d) team monitoring and planning of next steps DK 1 2 3 4 5

(e) capacity building efforts DK 1 2 3 4 5

List Current School-Community Partnerships

For improving the school

_____
_____
_____
_____
_____
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_____
_____
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_____

For improving the neighborhood
(though enhancing links with the school, including use of school facilities and resources)

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Survey (self-study) –

School-Community Partnerships to Improve the School

Indicate the status of partnerships between a given school or family of schools and community with respect to each of the following:

Please indicate all items that apply **(name of school(s): _____)**	**Yes**	**Yes but more of this is needed**	**No**	**If no, is this something you want?**
Partnerships to improve				
1. the instructional component of schooling				
a. kindergarten readiness programs	___	___	___	___
b. tutoring	___	___	___	___
c. mentoring	___	___	___	___
d. school reform initiatives	___	___	___	___
e. homework hotlines	___	___	___	___
f. media/technology	___	___	___	___
g. career academy programs	___	___	___	___
h. adult education, ESL, literacy, citizenship classes	___	___	___	___
i. other _____	___	___	___	___
2. the governance and management of schooling				
a. PTA/PTSA	___	___	___	___
b. shared leadership	___	___	___	___
c. advisory bodies	___	___	___	___
d. other _____	___	___	___	___
3. financial support for schooling				
a. adopt-a-school	___	___	___	___
b. grant programs and funded projects	___	___	___	___
c. donations/fund raising	___	___	___	___
d. other_____	___	___	___	___
4. school-based programs and services to address barriers to learning*				
a. student and family assistance programs/services	___	___	___	___
b. transition programs	___	___	___	___
c. crisis response and prevention programs	___	___	___	___
d. home involvement programs	___	___	___	___
e. pre and inservice staff development programs	___	___	___	___
f. other_____	___	___	___	___

*The Center for Mental Health in Schools at UCLA has a set of surveys for in-depth self-study of efforts to improve a school's ability to address barriers to learning and teaching.

Survey (self-study) –

School-Community Partnerships to Improve the Neighborhood

Indicate the status of partnerships between a given school or family of schools and community with respect to each of the following:

Please indicate all items that apply **(name of school(s): _____)**	Yes	Yes but more of this is needed	No	If no, is this something you want?
Partnerships to improve				
1. youth development programs				
a. home visitation programs	___	___	___	___
b. parent education	___	___	___	___
c. infant and toddler programs	___	___	___	___
d. child care/children's centers/preschool programs	___	___	___	___
e. community service programs	___	___	___	___
f. public health and safety programs	___	___	___	___
g. leadership development programs	___	___	___	___
h. other _____	___	___	___	___
2. youth and family recreation and enrichment opportunities				
a. art/music/cultural programs	___	___	___	___
b. parks' programs	___	___	___	___
c. youth clubs	___	___	___	___
d. scouts	___	___	___	___
e. youth sports leagues	___	___	___	___
f. community centers	___	___	___	___
g. library programs	___	___	___	___
h. faith community's activities	___	___	___	___
i. camping programs	___	___	___	___
j. other _____	___	___	___	___
3. physical health services				
a. school-based/linked clinics for primary care	___	___	___	___
b. immunization clinics	___	___	___	___
c. communicable disease control programs	___	___	___	___
d. CHDP/EPSDT programs	___	___	___	___
e. pro bono/volunteer programs	___	___	___	___
f. AIDS/HIV programs	___	___	___	___
g. asthma programs	___	___	___	___
h. pregnant and parenting minors programs	___	___	___	___
i. dental services	___	___	___	___
j. vision and hearing services	___	___	___	___
k. referral facilitation	___	___	___	___
l. emergency care	___	___	___	___
m. other_____	___	___	___	___

4. mental health services

a. school-based/linked clinics w/ mental health component	___	___	___	___
b. EPSDT mental health focus	___	___	___	___
c. pro bono/volunteer programs	___	___	___	___
d. referral facilitation	___	___	___	___
e. counseling	___	___	___	___
f. crisis hotlines	___	___	___	___
g. other_____	___	___	___	___

5. programs to address psychosocial problems

a. conflict mediation/resolution	___	___	___	___
b. substance abuse	___	___	___	___
c. community/school safe havens	___	___	___	___
d. safe passages	___	___	___	___
e. youth violence prevention	___	___	___	___
f. gang alternatives	___	___	___	___
g. pregnancy prevention and counseling	___	___	___	___
h. case management of programs for high risk youth	___	___	___	___
i. child abuse and domestic violence programs	___	___	___	___
j. other _____	___	___	___	___

6. basic living needs services

a. food	___	___	___	___
b. clothing	___	___	___	___
c. housing	___	___	___	___
d. transportation assistance	___	___	___	___
e. other _____	___	___	___	___

7. work/career programs

a. job mentoring	___	___	___	___
b. job programs and employment opportunities	___	___	___	___
c. other_____	___	___	___	___

8. social services

a. school-based/linked family resource centers	___	___	___	___
b. integrated services initiatives	___	___	___	___
c. budgeting/financial management counseling	___	___	___	___
d. family preservation and support	___	___	___	___
e. foster care school transition programs	___	___	___	___
f. case management	___	___	___	___
g. immigration and cultural transition assistance	___	___	___	___
h. language translation	___	___	___	___
i. other_____	___	___	___	___

9. crime and juvenile justice programs

a. camp returnee programs	___	___	___	___
b. children's court liaison	___	___	___	___
c. truancy mediation	___	___	___	___
d. juvenile diversion programs with school	___	___	___	___
e. probation services at school	___	___	___	___
f. police protection programs	___	___	___	___
g. other _____	___	___	___	___

10. legal assistance

a. legal aide programs	___	___	___	___
b. other _____	___	___	___	___

11. support for development of neighborhood organizations

a. neighborhood protective associations	___	___	___	___
b. emergency response planning and implementation	___	___	___	___
c. neighborhood coalitions and advocacy groups	___	___	___	___
d. volunteer services	___	___	___	___
e. welcoming clubs	___	___	___	___
f. social support networks	___	___	___	___
g. other_____	___	___	___	___

12. economic development programs

a. empowerment zones.	___	___	___	___
b. urban village programs	___	___	___	___
c. other_____	___	___	___	___

A Set of Surveys to Map What a School Has and What it Needs to Address Barriers to Learning

Every school needs a learning support or "enabling" component that is well-integrated with its instructional component. Such an enabling component addresses barriers to learning and promotes healthy development.

The School Mental Health Project at UCLA has developed a set of self-study surveys covering six program areas and the leadership and coordination systems every school must evolve to enable learning effectively. In addition to an overview Survey of System Status, there are status surveys to help think about ways to address barriers to student learning by enhancing

- classroom-based efforts to enhance learning and performance of those with mild-moderate learning, behavior, and emotional problems
- support for transitions
- prescribed student and family assistance
- crisis assistance and prevention
- home involvement in schooling
- outreach to develop greater community involvement and support--including recruitment of volunteers

This type of self-study is best done by teams. For example, a group of teachers could use the items to discuss how the school currently supports their efforts, how effective the processes are, and what's not being done. Members of the team initially might work separately in filling out the items, but the real payoff comes from discussing them as a group. The instrument also can be used as a form of program quality review. In analyzing the status of the school's efforts, the group may decide that some existing activity is not a high priority and that the resources should be redeployed to help establish more important programs. Other activity may be seen as needing to be embellished so that it is effective. Finally, decisions may be made regarding new desired activities, and since not everything can be added at once, priorities and timelines can be established.

The surveys are available from: Center for Mental Health in Schools, UCLA, Box 951563, Los Angeles, CA 90095-1563 Phone: (310) 825-3634 Fax: (310) 206-8716 E-mail: smhp@ucla.edu

They may also be downloaded from the Center's Website: http://smhp.psych.ucla.edu

BUILDING COMMUNITIES FROM THE INSIDE OUT:

A PATH TOWARD FINDING AND MOBILIZING A COMMUNITY'S ASSETS

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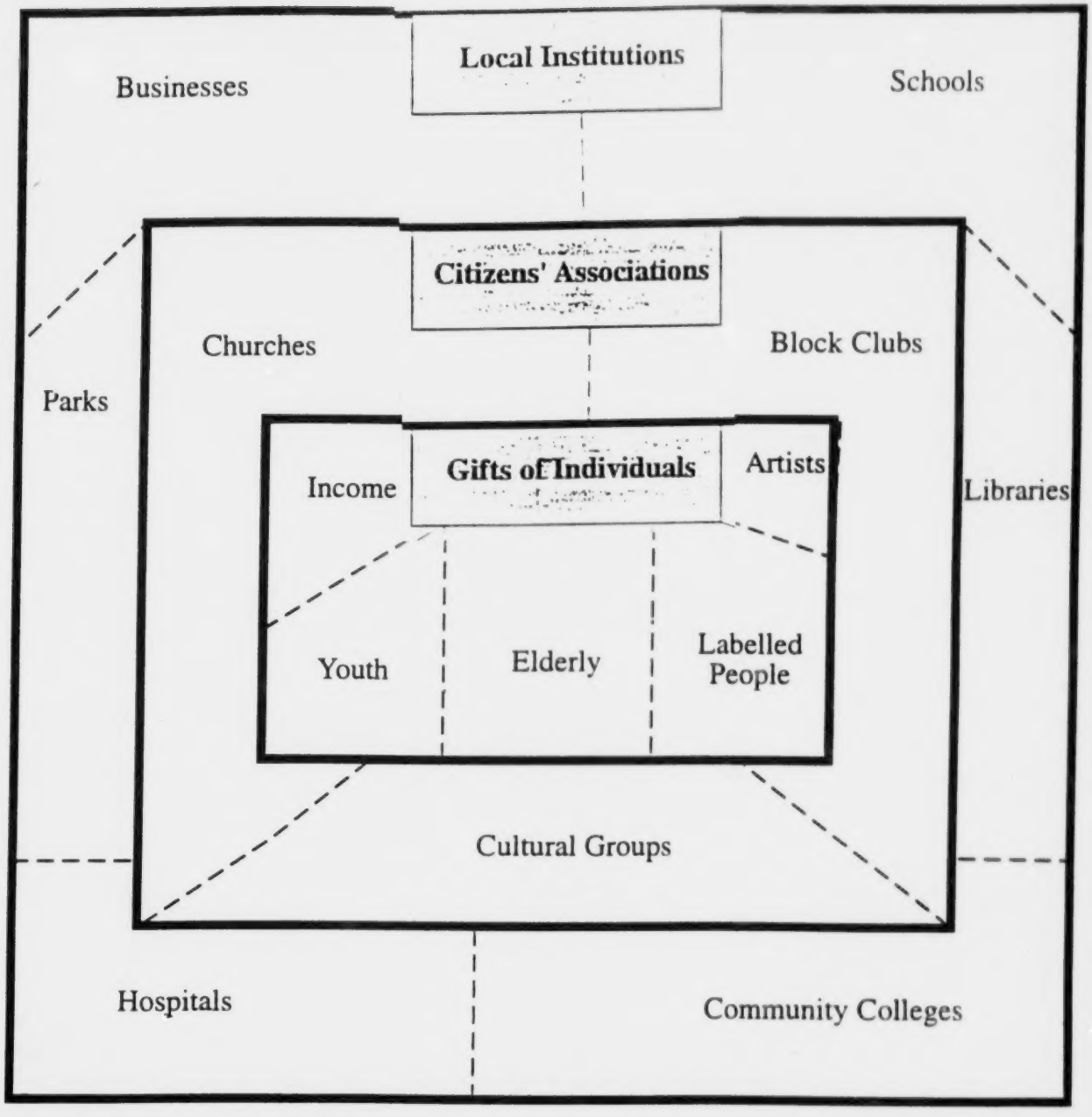
Community Assets Map



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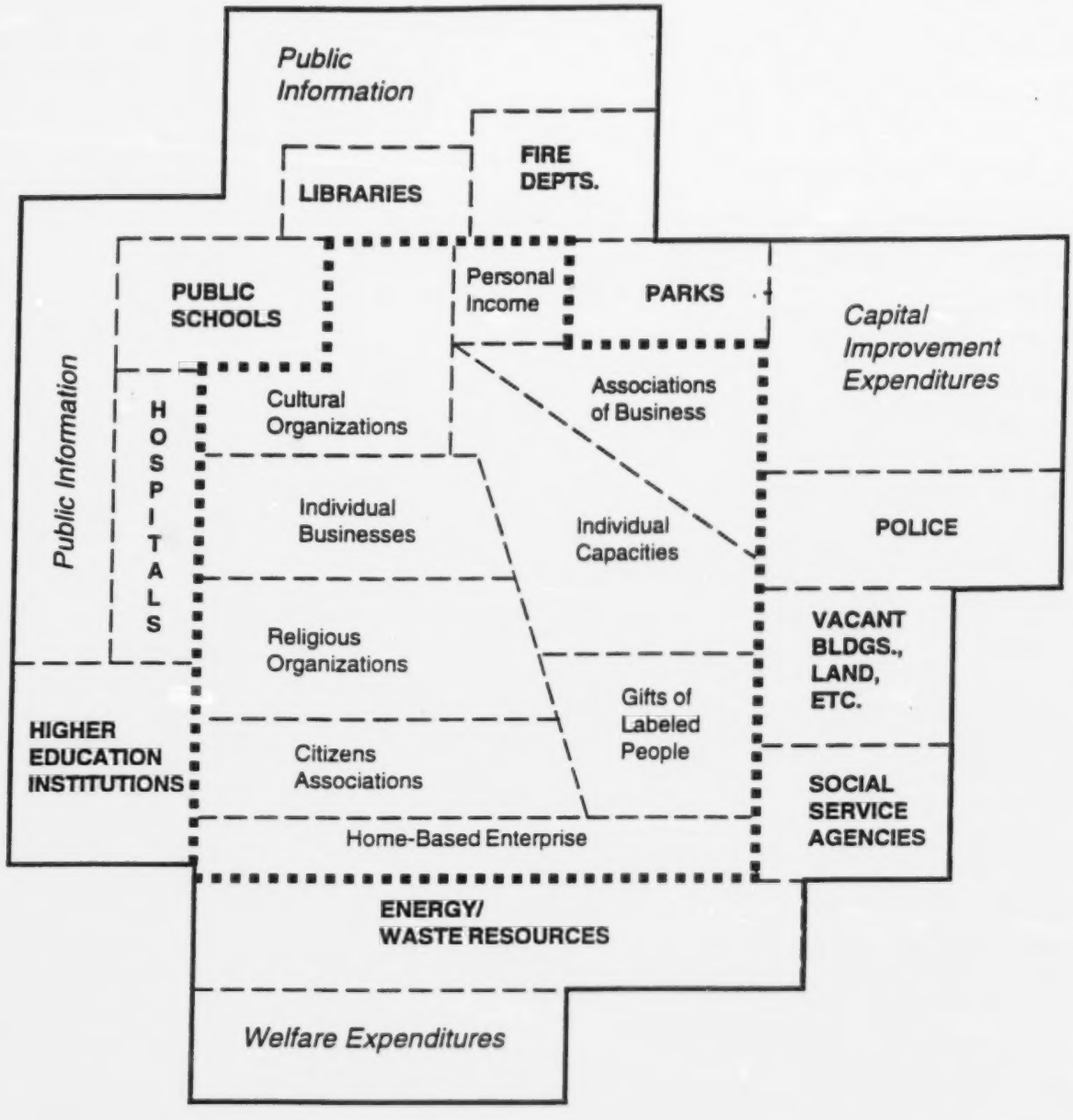
Neighborhood Assets Map



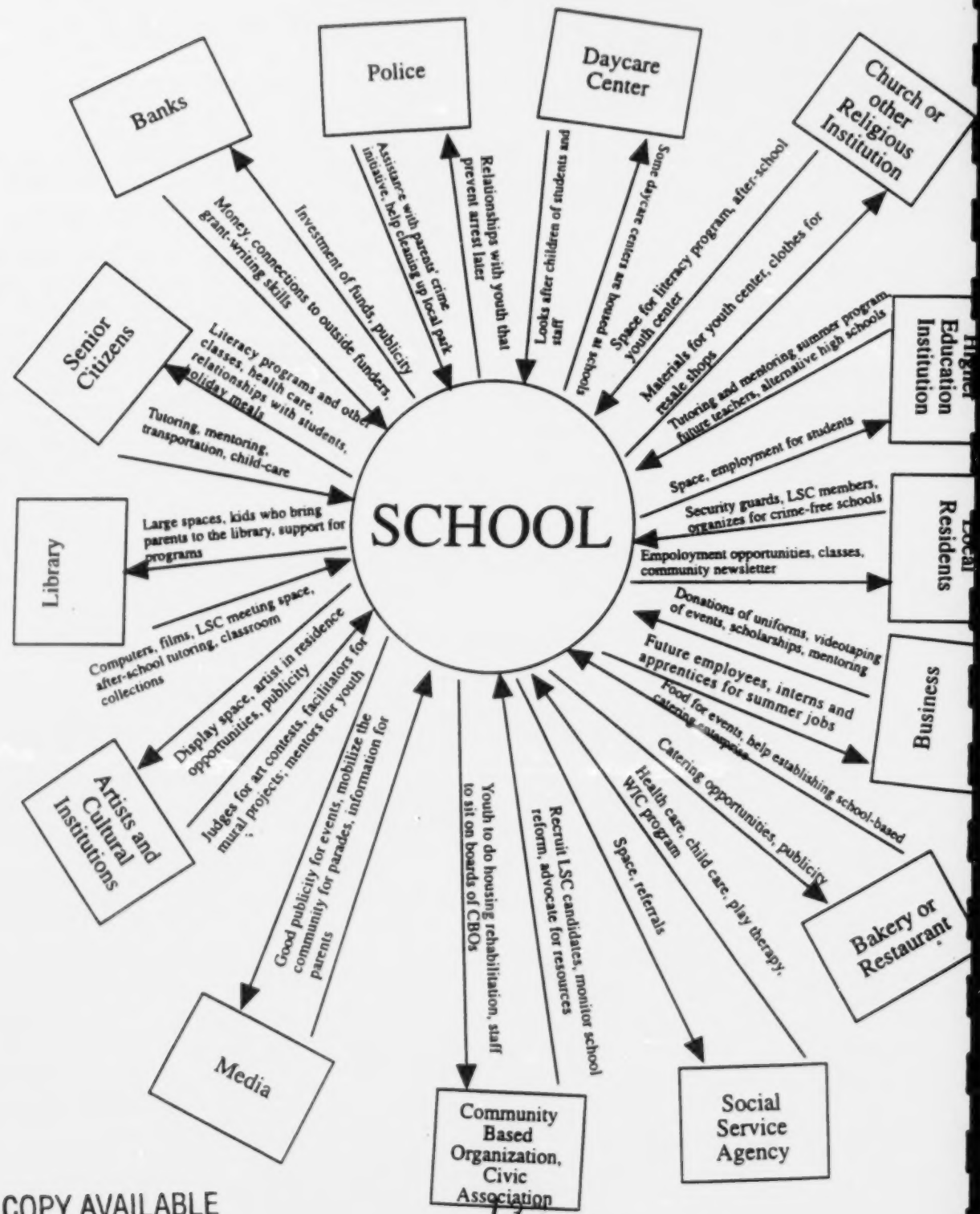
Legend

Primary Building Blocks: Assets and capacities located inside the neighborhood, largely under neighborhood control.

Secondary Building Blocks: **ASSETS LOCATED WITHIN THE COMMUNITY, BUT LARGELY CONTROLLED BY OUTSIDERS.**

Potential Building Blocks: *Resources originating outside the neighborhood, controlled by outsiders.*

Chart Three: One on One Relationships


SCHOOL
Banks
Police
Daycare Center
Church or other Religious Institution
Higher Education Institution
Local Residents
Business
Bakery or Restaurant
Social Service Agency
Community Based Organization, Civic Association
Media
Artists and Cultural Institutions
Library
Senior Citizens
Money, connections to outside funders, grant-writing skills
Investment of funds, publicity
Assistance with parents' crime initiative, help cleaning up local park
Relationships with youth that prevent arrest later
Looks after children of students and staff
Some daycare centers are housed in schools
Space for literacy program, after-school youth center
Materials for youth center, clothes for resale shops
Tutoring and mentoring summer program, future teachers, alternative high schools
Space, employment for students
Security guards, LSC members, organizes for crime-free schools
Empoloyment opportunities, classes, community newsletter
Donations of uniforms, videotaping of events, scholarships, mentoring
Future employees, interns and apprentices for summer jobs
Food for events, help establishing school-based catering enterprise
Catering opportunities, publicity
Health care, child care, play therapy, WIC program
Space, referrals
Recruit LSC candidates, monitor school reform, advocate for resources
Youth to do housing rehabilitation, staff to sit on boards of CBOs
Good publicity for events, mobilize the community for parades, information for parents
Judges for art contests, facilitators for mural projects; mentors for youth
Display space, artist in residence opportunities, publicity
Computers, films, LSC meeting space, after-school tutoring, classroom collections
Large spaces, kids who bring parents to the library, support for programs
Literacy programs and other classes, health care, relationships with students, holiday meals
Tutoring, mentoring, transportation, child-care

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Appendix I

Examples of Funding Sources

As schools and communities work to develop partnerships, they must map existing and potential resources in order to analyze what should be redeployed and what new support is needed. The material in this appendix is meant to highlight various sources of funding. On the following pages, you will find:

- *A Beginning Guide to Resources that Might Be Mapped and Analyzed*
- *An Example of Funding and Resources in One State*
- *Federal Resources for Meeting Specific Needs of Those with Disabilities*
- *Funding Resources for School Based Health Programs*

Examples of Relevant Resources that Might be Mapped & Analyzed

Education

Elementary and Secondary Education Act/Improving Americas Schools Act (ESEA/IASA)

- Title I – Helping Disadvantaged Children Meet High Standards
  - Part A: Improving Basic Programs Operated by LEAs
  - Part B: Even Start Family Literacy
  - Part C: Migratory Children
  - Part D: Neglected or Delinquent
- Title II – Professional Development (upgrading the expertise of teachers and other school staff to enable them to teach all children
- Title III – Technology for Education
- Title IV – Safe and Drug-Free Schools
- Title V – Promoting Equity (Magnet schools, women's educational equity)
- Title VI – Innovative Education Program Strategies (school reform and innovation)
- Title VII – Bilingual Education, Language Enhancement, and Language Acquisition (includes immigrant education)
- Title IX – Indian Education
- Title X – Programs of National Significance Fund for the Improvement of Education
- Title XI – Coordinated Services
- Title XIII – Support and Assistance Program to Improve Education (builds a comprehensive, accessible network of technical assistance)

Obey-Porter Comprehensive School Reform (includes scale-up of New American Schools)

21st Century Community Learning Centers (after school programs)

Other after school programs (involving agencies concerned with criminal justice, recreation, schooling, child care, adult education)

McKinney Act (Title III) – Homeless Education

Goals 2000 – "Educational Excellence"

School-Based Service Learning (National Community Service Trust Act)

School-to-Career (with the Labor Dept.)

Vocational Education

Individuals with Disabilities Education Act (IDEA)

Social Securities Rehabilitation Act of 1973, Title V – commonly referred to as Section 504 – this civil rights law requires schools to make reasonable accommodations for students with disabilities so they can participate in educational programs provided others. Under 504 students may also receive related services such as counseling even if they are not receiving special education.

Head Start and related pre-school interventions

Adult Education (including parent education initiatives and the move toward creating Parent Centers at schools)

Related State/Local Educational Initiatives

e.g., State/Local dropout prevention and related initiatives (including pregnant minor programs); nutrition programs; state and school district reform initiatives; student support programs and services funded with school district general funds or special project grants; school improvement program; Community School Initiatives. etc.

Administration for Children and Families – Family and Youth Services Bureau

- Runaway and Homeless Youth Program
- Youth Gang Drug Prevention Program
- Youth Development – Consortia of community agencies to offer programs for youth in the nonschool hours through Community Schools
- Youth Services and Supervision Program

Centers for Disease Prevention and Control (CDC)

- Comprehensive School Health – infrastructure grants and related projects
- HIV & STD initiatives aimed at youth

Child Health Insurance Program

Adolescence Family Life Act

Family Planning (Title X)/Abstinence Education

Robert Wood Johnson Foundation States – Making the Grade initiatives (SBHCs)

Related State/Local health services and health education initiatives (e.g., anti-tobacco initiatives and other substance abuse initiatives; STD initiatives; student support programs and services funded with school district general funds or special project grants; primary mental health initiatives; child abuse projects; dental disease preventon; etc.)

Social Services

Temporary Assistance for Needy Families (TANF)
Social Services Block Grant
Child Support Enforcement
Community Services Block Grant
Family Preservation and Support Program (PL 103-66)
Foster Care/Adoption Assistance
Adoption Initiative (state efforts)
Independent Living

Juvenile Justice (e.g., Office of Juvenile Justice and Delinquency Prevention)

Crime prevention initiatives
Gang activities, including drug trafficking
State Formula & Discretionary Grants
Parental responsibility initiatives
Youth and guns
State/Local Initiatives

Agency Collaboration and Integrated Services Initiatives

>Federal/State efforts to create Interagency Collaborations
>State/Foundation funded Integrated Services Initiatives (school-linked services/full services schools/Family Resource Centers)
>Local efforts to create intra and interagency collaborations and partnerships (including involvement with private sector)

On the way are major new and changing initiatives at all levels focused on

>child care (Child Care and Development Block Grant)

Related to the above are a host of funded research, training, and TA resources.

>Comprehensive Assistance Centers (USDOE)
>National Institute on the Education of At-Risk Students (USDOE)
>Regional Resource & Federal Centers Network (USDOE, Office of Spec. Educ. Res. & Ser.)
>National Training and Technical Assistance Centers for MH in Schools (USDHHS/MCHB)
>Higher education initiatives for Interprofessional Collaborative Education

An Example of Funding and Program Resources: The California Experience

This table was obtained from *Funding and Program Resources: California's Healthy Start* by Rachel Lodge (Healthy Start Field Office: U.C. Davis, CA, 1998).

This document contains:

- A list of programs being implemented throughout California
- The programs' funding source
- Where to get information about the program and its funding
- A list of the activities and services that are being funded.

...that Can Be Integrated with/ Used in Support of Healthy Start

Program Title	Funding Source	Local Information Source	Activities and Services Supported
Child Welfare Services	*Federal* Title IV-B Subpart I Social Security Act	Social Services	Emergency caretaker/homemaker, financial assistance. Family preservation, mental health, alcohol and drug abuse counseling, post-adoption services.
Foster Care Maintenance and Adoption Assistance	*Federal* Title IV-E Social Security Act	Social Services	Out of home placement and reunification, pre- and post-placement and placement prevention activities. Pays for costs for minors and cost for staff, including staff training.
HEALTH SERVICES			
Local Educational Agency (LEA) Medi-Cal Billing Option	*Federal* Title XIX Medicaid Funding	Schools, districts, county offices of education, collaborative partners	Bill for medically necessary services for Medi-Cal eligible students; reinvest in broad range of support, prevention, intervention, and treatment activities for children and their families to sustain local Healthy Start initiatives.
Targeted Case Management—Local Educational Agency (TCM-LEA)	*Federal* Title XIX Medicaid Funding	Schools, districts, county offices of education, collaborative partners	Bill for case management of services to Medi-Cal eligible special education students and their families. Reinvest as above.
Targeted Case Management—Local Government Agency (TCM-LGA)	*Federal* Title XIX Medicaid Funding	Public Health, Adult Probation Departments, and Public Guardian	Case management of target populations of Medi-Cal eligibles served by health, probation, public guardian and aging programs.
Medi-Cal Administrative Activities (MAA)	*Federal* Title XIX Medicaid Funding	Public Health Department	Activities associated with effective administration of the entire Medi-Cal program.
EPSDT Supplemental	*Federal* Title XIX Medicaid Funding	Public Health Department, managed care agency	Kinds and frequency of treatment and type of provider not otherwise available to eligibles over 21 years (eff. April 27, 1995).
Federally Qualified Health Clinic (FQHC)	*Federal* Title XIX Medicaid Funding	Public Health Department	Medi-Cal activities and services for Medi-Cal eligibles in medically underserved areas. Rate is higher, cost-based.
Children's Dental Disease Prevention Program	State—SB 111	County health departments and county offices of education	Provides school-based dental health education and dental services that include fluoride, screenings, and treatment referral mechanisms.

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Program Title	Funding Source	Local Information Source	Activities and Services Supported
MENTAL HEALTH SERVICES			
Substance Abuse Block Grant	*Federal* Substance Abuse and Mental Health Services Administration Block Grants	County Health Department/Alcohol and Other Drug Programs	Alcohol and drug abuse prevention, treatment, and after-care services.
Early Mental Health Initiative	*State*—AB 1650 Department of Mental Health	Schools, districts, local education agencies	Serves children (K-3) identified as having minor school adjustment difficulties to ensure a good start in school and increase the likelihood of their future school success. Provides for use of alternative personnel, cooperation with parents and teachers, and ongoing monitoring and evaluation.
EMPLOYMENT AND ECONOMIC DEVELOPMENT			
Vocational Education	*Federal, State, Local*	School districts, county offices of education, community colleges, community-based organizations	Provide assessment, counseling, vocational education, on-the-job training, job placement, and basic/remedial education to youth and adults (check for eligibility).
One-Stop Career Center System Initiative	*Federal* Department of Labor	Employment Development Department, Service Delivery Area/Private Industry Council	Plans to design and implement an integrated, comprehensive, customer-focused, and performance-based service delivery system for employment, training, and related education programs and services.
Job Training Partnership Act	*Federal* Department of Labor	Private Industry Council, school district, county office of education, community colleges	Provides employability services including job placement, basic/remedial education, on-the-job training and vocational education to economically disadvantaged adults, youth, and older workers.
Job Service (also Job Agent and Intensive Services programs)	*Federal* Department of Labor and *State* Employment Development Department	Employment Development Department	Helps employers find job-ready applicants for their job openings and reduces unemployment for adults and youth by providing job placement, counseling, testing, job fairs, job search training workshops, employer services, and labor market information.

EDUCATION SERVICES					
INITIATIVE/ PROGRAM	**FUNDING**	**PURPOSE**	**WHO'S ELIGIBLE**	**WHEN APPLICATION IS AVAILABLE/DUE**	**CONTACT AT CALIF. DEPT. OF EDUCATION**
Education Reform and Innovation					
Grade Level Reform Initiatives	California Department of Education General Education funds	Establishes the vision and strategies to enable academic success for all students, including collaborative partnerships with parents, other agenices, and community members. Grade level reform documents (4) are available from CDE.	School districts and county offices of education	Ongoing	Child Development Division (916)-322-6233 Elementary Education Division (916) 657-2435 Middle Grades Division (916) 654-6966 Secondary Education Division (916) 657-2532
School Improvement Program (SIP)	*State* School Improvement Funding Education Code 62002	For activities that improve all students' ability to learn and schools' instructional program for all students.	Schools, districts	Ongoing	Elementary Grades (916) 657-5440 Middle Grades (916) 657-5081 Secondary Level Susan Tidyman Alameda COE (510) 887-0152
School-Based Coordinated Programs	*State* Education Code 52800-52870 Flexible use of existing categorical funds	To encourage effective combination of categorical funds. Participants receive 8 staff development days.	School districts and county offices of education receiving state categorical funds	November and April consolidated applicataion	Elementary Academic Support (916) 657-2435
Title I (IASA) Part A-LEA Program Part B-Even Start (see followng item) Part C-Migrant Education Part D-Neglected, Delinquent or at Risk	*Federal* Improving America's Schools Act (IASA)	To improve student achievement via interlocking elements of standards and assessment, teaching and learning, professional development, creating linkages among parents, families, and school-communities, and local governance and funding structures.	Schools, districts, and county offices of education	Ongoing	District and School Support Division (916) 657-2577 <www.cde.ca gov/iasa>

INITIATIVE/ PROGRAM	FUNDING	PURPOSE	WHO'S ELIGIBLE	WHEN APPLICATION IS AVAILABLE/DUE	CONTACT AT CALIF. DEPT. OF EDUCATION
Even Start Family Literacy	*Federal* Improving America's Schools Act (IASA)	Innovative approach to service families (parents with children 0-7 living in a low income area) by integrating early childhood education, adult basic education, parenting education, and coordination of service delivery agencies by developing partnerships.	Schools, districts, county offices of education, community-based organizations, universities/colleges	Ongoing	Elementary Academic Support Unit (916) 657-2435
Individuals with Disabilities Act (IDEA)	*Federal* PL 94-142 part H	Assessment and preventive services for very young children at risk of developmental disabilities. Also transition into appropriate school setting. Requires individualized plan.	Schools, districts, county offices of education	Ongoing	Special Education Division (916) 445-4613
School-Based Service Learning (National Community Service Trust Act)	California Department of Education/ Corporation for National Service Approximately $2 million statewide, individual grants from $20,000–$100,000	For district-wide implementation of the teaching method known as service learning.	School districts, county offices of education	Available January 2001	CalServe Initiative (916) 654-3741

INITIATIVE/ PROGRAM	FUNDING	PURPOSE	WHO'S ELIGIBLE	WHEN APPLICATION IS AVAILABLE/DUE	CONTACT AT CALIF. DEPT. OF EDUCATION
School-to-Career Initiative	*Federal* Direct School-to-Work Opportunities Act grants	Creates systems that offer all youth access to performance based education & training that results in portable credentials; preparation for first jobs in high-skill, high-wage careers; and increased opportunities for higher education.	Local Employment Development Departments; school districts, county offices of education, schools, community colleges		School to Career Office (916) 657-2541
Job Training Partnership Act 8% Statewide Education Coordination and Grants	JTPA 8%-30% Projects $75,000 JTPA 8%-50% GAIN Education Services	Provides youth & adults with barriers to employment with a range of occupational skills through school-to-career and CalWORKS projects, including employment preparation, adult basic education, ESL and GED.	Private Industry Council in collaboration with local education agencies (school districts, county offices of education, adult schools, regional occupational programs/centers and community colleges)		Employment Preparation and Interagency Relations Office (916) 324-9605
Adult Education	*Federal and State*	Provides adults and out-of-school youth with basic/ remedial education, English-as-a-second-language, and vocational education services	School districts, community colleges	Ongoing	Adult Education Field Assistance Unit (916) 322-5012
School Safety and Violence Prevention					
School Community Violence Prevention Grant Program	$50,000	To address local communities' unique needs related to non-violence strategies	School districts and county offices of education		School Safety and Violence Prevention Unit (916) 323-2183
School Violence Reduction Grant Program	Approximately $7.2 million statewide; county entitlement per enrollment	To implement a variety of safe schools strategies based on local needs	County offices of education (will offer grants to schools and school districts)	November	School Safety and Violence Prevention Unit (916) 323-2183
Safe School Plan Implementation Grants	$5,000 each (plus district matching fund) 100 issued each year	To assist schools in implementing a portion of their Safe School Plan	Schools	Available in August, due in October	School Safety and Violence Prevention Unit (916) 323-2183

INITIATIVE/ PROGRAM	FUNDING	PURPOSE	WHO'S ELIGIBLE	WHEN APPLICATION IS AVAILABLE/DUE	CONTACT AT CALIF. DEPT. OF EDUCATION
GRIP (Gang Risk Intervention Program)	$3 million statewide each year	To intervene and prevent gang violence	County offices of education (grant award preference to existing programs)	March-April	School Safety and Violence Prevention Unit (916) 323-2183
Title IV Improving America's Schools Act (IASA) Safe & Drug Free Schools and Communities	Per pupil allocation (Federal Fund Entitlement)	To initiate and maintain alcohol/drug/tobacco and violence prevention programs in schools	County offices of education and school districts receive entitlements	June and September Consolidated application	School Safety and Violence Prevention Unit (916) 323-2183/ Healthy Kids Program Office, (916) 657-3040
SB 65 School-Based Pupil Motivation and Maintenance (M&M) Grant	$43,104 per grant (Outreach Consultant)	To establish services and strategies designed to retain students in school	Schools in districts operating SB 65 M&M programs	Check for existing program—new school funding unlikely	Education Options Unit (916 322-5012
Targeted Truancy and Public Safety Grant Program	$10 million for 8 or more sites (3 year demonstration grant)	To implement integrated interventions to prevent repeated truant and related behaviors	School district and county offices of education	December	School Safety and Violence Prevention Unit (916) 323-2183
Tobacco Use Prevention					
Community Tobacco Use Prevention Program	Department of Health Services, Tobacco Control Section	Conduct interventions that support three priority areas: 1) Environmental tobacco smoke, 2) youth access to tobacco products and 3) counter pro-tobacco tactics	Community based organizations, schools		
Tobacco Use Prevention Education (TUPE) Grades 4 through 8	$14,400,000 (Entitlements, not a grant process)	To provide tobacco education and prevention programs for grades 4-8 based on A.D.A.	County offices of education and school districts	Available Sept. 5	Healthy Kids Program Office (916) 657-2810
TUPE Innovative Projects	$2,666,667	To promote and expand innovative and promising tobacco projects	Districts and county offices of education with innovative and promising projects	Pending	Healthy Kids Program Office (916) 657-2810

INITIATIVE/ PROGRAM	FUNDING	PURPOSE	WHO'S ELIGIBLE	WHEN APPLICATION IS AVAILABLE/DUE	CONTACT AT CALIF. DEPT. OF EDUCATION
School Integrated Services					
Healthy Start Support Services for Children Act (SB 620)	$39 million statewide; $50,000 planning grant $400,000 operational grant	Planning (planning grants) or implementing/expanding (operational grants) school integrated supports and services to assist children, youth, and families with achieving success	School districts and county offices of education. Targeted to schools with high population of low income and LEP students	Available in November. Due in March.	Healthy Start Office (916) 657-3558
Coordinated Services (IASA)	*Federal* Title XI Improving America's Schools Act (up to 5% of funds allocated for other IASA Titles)	Develop, implement or expand coordinated social, health, and education support and service programs for children and their families	Schools, districts (waiver must be submitted to CDE for approval)	Ongoing	Healthy Start Office (916) 657-3558
HIV/AIDS Grant Programs—Comprehensive School Health Program Office					
HIV/AIDS Prevention Education Grant Program	$30,000—Basic grant $80,000—Demonstration project (Both for 18 month period 1/1/98-6/30/99)	Use local HIV/AIDS prevention resources to develop age-appropriate and culturally sensitive HIV/AIDS prevention education activities for youth in school	School districts and county offices of education	Available October 20. Due end of November	Healthy Kids Program Office (916) 657-2810
Homeless Children Services					
Education for Homeless Children and Youth Program	$2.3 million statewide (approximate)	To ensure homeless children are provided the same free, appropriate public education as provided to other children and youth	School districts and county offices of education	20 grantees funded 1997–2000	Elementary Academic Support (916) 657-2435
Teenage Pregnancy Prevention					
Teenage Pregnancy Prevention Grant Program	$10 million statewide each year	5-year competitive grant program to delay onset of sexual activitiy and reduce the incidence of teenage pregnancy	School districts and county offices of education	37 grantees funded in fiscal year 1996–97 for the 5 year period	Family and Community Partnerships Unit (916) 653-3768

INITIATIVE/ PROGRAM	FUNDING	PURPOSE	WHO'S ELIGIBLE	WHEN APPLICATION IS AVAILABLE/DUE	CONTACT AT CALIF. DEPT. OF EDUCATION
Nutrition Education and Services					
SHAPE California Comprehensive Nutrition Grants and/or Garden Enhanced Nutrition Education Grants	Approximately $190,000 statewide. Availability for 1998 not yet confirmed.	SHAPE: Support comprehensive nutrition services—healthy school meals, nutrition education and supportive partnerships. Garden: motivate children to make healthy food choices, and integrate aspects of growing, marketing, preparing, eating and composting food	School districts and private schools that participate in a federal lunch and/or breakfast program	Spring/Spring	Nutrition Education and Training Programs (916) 322-4392
Pregnant and Lactating Student Meal Supplement Program (PALS)	$.6545 per student per day	Reimbursement for meal supplements to pregnant or lactating students	School food authorities that participate in a federal lunch and/or breakfast program	Continuous filing	School Nutrition Program Unit (916) 323-1580
California State School Breakfast Program Start-up Grants	$1 million statewide Up to $10,000 per school	Defray expenses of initiating a School Breakfast Program	Schools that -Have no breakfast program -30% needy students -Will maintain program for at least 3 years	Continuous filing and awards	School Nutrition Program Unit (916) 323-1580
National School Lunch Program	Varies, may be up to $1.91 per meal	Provides nutritious lunches to children through reimbursement for paid, reduced fee and free meals. Federally funded through USDA	Public and private non-profit schools	Continuous filing	School Nutrition Program Unit (916) 323-1580
School Breakfast Program	Varies, may be up to $1.2450 per meal	Provides nutritious breakfasts to children through USDA reimbursements for paid, reduced fee and free meals	Public and private non-profit schools	Continuous filing	School Nutrition Program Unit (916) 323-1580
Professional Development for Child Nutrition Program Staff Mini-Grants	Approximately $75,000 statewide $5,000 district	Provides incentive for Child Nutrition personnel to enroll in approved professional development programs	School districts that participate in federal lunch and/or breakfast programs	Winter 1998	Nutrition Education and Training Programs (916) 322-4392

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Examples of Federal Resources

To illustrate the range of federally funded resources, the following table was abstracted from 'Special Education for Students with Disabilities.' (1996). *The Future of Children*, 6(1), 162-173. The document's appendix provides a more comprehensive table.

What follows is a table composed of a broad range of federally supported programs which exist to meet specific needs of children and young adults with disabilities. Services include education, early intervention, health services, social services, income maintenance, housing, employment, and advocacy. The following presents information about programs that

- are federally supported (in whole or in part)
- exclusively serve individuals with disabilities or are broader programs (for example, Head Start) which include either a set-aside amount or mandated services for individuals with disabilities.
- provide services for children with disabilities or for young adults with disabilities through the process of becoming independent, including school-to-work transition and housing
- have an annual federal budget over $500,000,000 per year. (Selected smaller programs are also included).

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Category	Program	Purpose	Target Population	Services Funded
Education	Special Education-State Grants Program for Children with Disabilities US Dept. of Education, Office of Special Education Programs contact: Division of Assistance to States, (202) 205-8825	To ensure that all children with disabilities receive a free, appropriate public education (FAPE). This is an entitlement program	Children who have one or more of the following disabilities and who need special education or related services: Mental retardation, Hearing impairment, Deafness, Speech or language impairment, Visual impairment, Serious emotional disturbance, Orthopedic impairments, Autism, Traumatic brain injury, Specific learning disabilities, Other health impairments	Replacement evaluation, Reevaluation at least once every 3 years, Individualized education program, Appropriate instruction i the least restrictive environment
Comprehensive Services to Preschool Children	Head Start US Dept. of Health and Human Services contact: Head Start Bureau, (202) 205-8572	To provide a comprehensive-array of services and support which help low-income parents promote each child's development of social competence	Primarily 3- and 4-year-old low-income children and their families Statutory set-aside requires that at least 10% of Head Start enrollees must be disabled children	Education, Nutrition, Dental, Health, Mental health, Counseling/psychological therapy, Occupational/physical/speech therapy, Special services for children with disabilities, Social services for the family
Health	Medicaid US Dept. of Health and Human Services contact: Medicaid Bureau, (410) 768-0780	To provide comprehensive health care services for low-income persons This is an entitlement program	Low-income persons: Over 65 years of age, Children and youths to age 21, Pregnant women, Blind or disabled, and in some states- Medically needy persons not meeting income eligibility criteria	Screening, diagnosis, and treatment for infants, children, and youths under 21; Education-related health services to disabled students; Physician and nurse practitioner services; Rural health clinics; Medical, surgical, and dental services; laboratory and x-ray services; nursing facilities and home health for age 21 and older; Home/community services to avoid institutionalization; family planning services and supplies.
Health	Disabilities Prevention US Dept. of Health and Human Services, Centers for Disease Control and Prevention contact: Disabilities Prevention Program, (770) 488-7082	Funds educational efforts and epidemiological projects to prevent primary and secondary disabilities	Persons with: Mental retardation, Fetal alcohol syndrome, Head and spinal cord injuries, Secondary conditions in addition to identified disabilities, Selected adult chronic conditions	Funds pilot projects that are evaluated for effectiveness at disability prevention; Establishes state offices and advisory bodies; Supports state/local surveillance and prevention activities; Conducts and quantifies prevention programs; Conducts public education/awareness campaigns

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Category	Program	Purpose	Target Population	Services Funded
Health	Maternal and Child Health Services US Dept. of Health and Human Services contact: Maternal and Child Health Bureau, (301)443-8041	To provide core public health functions to improve the health of mothers and children	Low-income women and children; Children with special health needs, including but not limited to disabilities	Comprehensive health and relat services for children with specia health care needs; Basic health services including preventative screenings, prenatal and postpar care, delivery, nutrition, immunization, drugs, laboratory tests, and dental; Enabling servic including transportation, case management, home visiting, translation services
Mental Health	Comprehensive Mental Health Services for Children and Adolescents with Serious Emotional Disturbances and Their Families US Dept. of Health and Human Service contact: Child, Adolescent and Family Branch Program Office, (301) 433-1333	The development of collaborative community-based mental health service delivery systems	Children and adolescents under 22 years of age with severe emotional, behavioral, or mental disorders and their families	Diagnostic and evaluation servic Individualized service plan with designed case manager; Respite care; Intensive day treatment; Therapeutic foster care; Intensiv home-, school-, or clinic-based services; Crisis services; Transitio services from adolescence to adulthood
Social Services	Foster Care US Dept. of Health and Human Services contact: Children's Bureau, (2020) 205-8618	To assist states with the costs of: foster care maintenance; administrative costs; training for staff, foster parents, and private agency staff. This is an entitlement program	Children and youths under 18 who need placement outside their homes	Direct costs of foster care maintenance; placement; case planning and review; training for staff, parents, and private agency staff
Housing	Supportive Housing US Dept. of Hosing and Urban Development (HUD contact: Local Housing and Urban Development field office	To expand the supply of housing that enables persons with disabilities to live independently	Very low-income persons who are: blind or disabled, including children and youths 18 years of age and younger who have a medically determinable physical or mental impairment and who meet financial eligibility requirements; over 65 years of age	Cash assistance Average monthly payment is $420 per child with disability. Range is from $1 to $446

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21st Century Community Learning Centers Initiative (After-School, Weekend, and Summer Programs for Youth)

Another growing federal source of support for efforts to address barriers to learning is the *21st Century Community Learning Centers Initiative*. Authorized under Title X, Part I of the Elementary and Secondary School Act, school-based community learning centers can provide a safe, drug-free, supervised and cost-effective after-school, weekend, or summer haven for children, youth, and their families. This program offers ways to expand the range of learning opportunities for participants.

In 1998, the program provided nearly $100 million to rural and inner-city public schools to address the educational needs during after-school hours, weekends, and summers. Another $100 million is available for 1999 and the President has indicated he will ask for $600 million for FY 2000. Grants are awarded to rural and inner-city public schools, or consortia of such schools, to enable them to plan, implement, or expand projects that benefit the educational, health, social services, cultural and recreational needs of the community.

The program enables schools to stay open longer, providing a safe place for a range of activity and resources that can help address barriers to learning and teaching. For example, the support can be used to provide

- homework centers
- intensive mentoring
- drug and violence prevention counseling
- technology education programs
- enrichment in core academic subjects
- recreation opportunities, such as participation in chorus, band, and the arts
- services for children and youth with disabilities.

In offering activities, public schools can collaborate with other public and non-profit agencies and organizations, local businesses, educational entities (such as vocational and adult education programs, school-to-work programs, community colleges, and universities), and scientific/cultural, and other community institutions.

Contact: U.S. Dept. of Education -- Email: 21stCCLC@ed.gov; Ph: 202/219-2109; Fax: 202/219-2190; Web: http://www.ed.gov/offices/OERI/21stCCLC/

FUNDING SOURCES FOR SCHOOL BASED HEALTH PROGRAMS

SOURCE OF FUNDS/CATEGORIES	HOW TO ACCESS OPTIONS	USE OF REVENUES IN BALTIMORE
General Funds: Local Health Dept. Budget	Determined by municipal government See local Health Departments	Budget for school nurses, aides, MDs, clerical, administration
Federal: EPSDT Administrative	Application to State EPSDT Office for administrative federal financial participation for expenditures related to outreach and case management that support the effort to assure pregnant women and children with MA or likely to be eligible for MA receive preventive health services.	Applied to school nurse salaries who provide administrative outreach and case management. Results in having local funds available for the SBC program.
Title V (C and Y)	Application to agency delegated by State to distribute funds for primary health care for uninsured children.	Supports core staff in 3 school-based health centers.
STATE: Legislative	Bill initiated by state senator.	$41,000 for 1 PNP in designated school
HMO Reimbursement Out of Plan Family Planning Provider (SBHC)	Per State HMO contract, bill HMO for Family Planning services as out of plan provider.	Added to resource pool for expanding services in school clinics.
Pre-authorized services (SBHC)	Contract to complete EPSDT screens for HMO enrollees in SBHC schools.	Fee for service reimbursement
Fee for service: School-Based Clinics (SBHCs)	Apply for Medicaid Provider status. Arrange for revenues to be retained by program without requirement to spend in year of receipt.	Used to expand staff with part-time NPs, Medical assistants, physician preceptors, and contracts for mental health clinicians

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SOURCE OF FUNDS/CATEGORIES	OPTIONS	USE OF REVENUES IN BALTIMORE
Fee for service: School Nurse Programs	Apply for Medicaid provider number as LHD or LEA for medically necessary services provided in schools e.g. IEP nurse services.	Used to retain positions cut in local funds budget, provide education benefits for nurses, purchase equipment, add cleric support
Health Related services IEP/IFSP	Application to Medicaid as provider reimbursement for services provided to school children under IEP/IFSP. School Districts can apply directly for provider status or enter into a Letter of Agreement with a local health department and provides services as a clinic of local health dept. Uses specific LHD provider number. Agencies described above apply to state Medicaid.	Produces a significant revenue base that can support entire SBHC programs as is done by Baltimore County. Baltimore's MO. between Health and Education stipulates that revenues must be used to expand or initiate expanded health services in schools. 38 school nurse positions, CHN Supvr, 6 Aides, social workers, 57 school-based mental health clinics, assistive technology equipment and a portable Dental Sealant Program for elementary schools.
Case Management for Pediatric AIDS	Have school or clinic nurse provide case management for HIV positive children in schools through cooperation with local Pediatric AIDS Coordinator.	New option in Maryland.
Home-based services & Service Coordination services	Apply for or include in MA provider application. Available for school nurses who complete required assessments and follow-up for eligible children.	Not used in Baltimore schools
Targeted Case Management under Healthy Start		Not used

Source:
Bernice Rosenthal MPH
Baltimore City Health Department

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Approaching Foundations

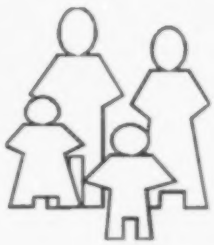
Local foundations can be a source of funding, information and other resources. Some are private foundations established by individual donors and families; others are nonprofit entities such as community and corporate foundations. Most foundations support specific goals and activities and may have geographic preferences, and thus, applicants need to be certain that what they are seeking is consistent with the foundation's interests. Information about a foundation's mission is readily available in annual reports, published guidelines, websites, and general reference resources. Such resources also will clarify the type of support provided, which may include funds for operations, equipment, capital expenditures, capacity building, planning, and demonstration projects,

With specific respect to supporting the efforts of school-community partnerships, foundations may also help by providing:

- information about other local nonprofits;
- data about the community, including demographics
- linkages to service providers;
- materials, studies, and evaluations;
- help with long-range planning to address local needs and sustain effective services.

Foundations often maintain on-going relationships with other funders and government entities. They can, therefore, help school-community partnerships see the big picture as it relates to a given partnership. This broader perspective can help school-community partners identify their unique contributions. At a minimum, partnerships are wise to keep local foundations informed of their activities and efforts.

Resource Aids



Working with Others to Enhance Programs and Services*

Agencies and Online Resources Relevant to School-Community Partnerships

*This aid is from an introductory packet entitled *Working Together: From School-Based Collaborative Teams to School-Community-Higher Education Connections* prepared by the School Mental Health Project/Center for Mental Health in Schools, UCLA.

Working with Others to Enhance Programs and Resources

Contents:

It's not about collaboration, it's about being effective
Differences as a Problem
Differences as a Barrier
Overcoming Barriers Related to Differences
Building Rapport and Connection
One Other Observation

Treat people as if they were
what they ought to be
and you help them become
what they are capable of being.
Goethe

It's Not About Collaboration. It's About Being Effective

Most of us know how hard it is to work effectively with a group. Many staff members at a school site have jobs that allow them to carry out their duties each day in relative isolation of other staff. And despite various frustrations they encounter in doing so, they can see little to be gained through joining up with others. In fact, they often can point to many committees and teams that drained their time and energy to little avail.

> Despite all this, the fact remains that no organization can be truly effective if everyone works in isolation. And it is a simple truth that there is no way for schools to play their role in addressing barriers to student learning and enhancing healthy development if a critical mass of stakeholders do not work together towards a shared vision. There are policies to advocate for, decisions to make, problems to solve, and interventions to plan, implement, and evaluate.

Obviously, true collaboration involves more than meeting and talking. The point is to work together in ways that produce the type of actions that result in effective programs. For this to happen, steps must be taken to ensure that committees, councils, and teams are formed in ways that ensure they can be effective. This includes providing them with the training, time, support, and authority to carry out their role and functions. It is when such matters are ignored that groups find themselves meeting and meeting, but going nowhere.

> There are many committees and teams that those concerned with addressing barriers to learning and promoting healthy development can and should be part of. These include school-site shared decision making bodies, committees that plan programs, teams that review students referred because of problems and that manage care, quality review bodies, and program management teams.

Planning and Facilitating Effective Meetings

There are many fine resources that provide guidelines for conducting effective meetings. Some key points are synthesized below.

Forming a Working Group

- There should be a clear statement about the group's mission.
- Be certain that the members agree to pursue the stated mission and, for the most part, share a vision.
- Pick someone who the group will respect and who either already has good facilitation skills or will commit to learning what those that are needed.
- Provide training for members so they understand their role in keeping a meeting on track and turning talk into effective action.
- Be certain to designate processes (a) for sending members information before a meeting regarding what is to be accomplished, specific agenda items, and individual assignments and (b) for maintaining and circulating a record of decisions and planned actions (what, who, when) formulated at the meeting.

Meeting Format

- Be certain there is a written agenda and that it clearly states the purpose of the meeting, specific topics, and desired outcomes for the session.
- Begin the meeting by reviewing purpose, topics, desired outcomes, etc. Until the group is functioning well, it may be necessary to review meeting ground rules.
- Facilitate the involvement of all members, and do so in ways that encourage them to focus specifically on the task. The facilitator remains neutral in discussion of issues.
- Try to maintain a comfortable pace (neither too rushed, nor too slow; try to start on time and end on time -- but don't be a slave to the clock).
- Periodically review what has been accomplished and move on to the next item.
- Leave time to sum up and celebrate accomplishment of outcomes and end by enumerating specific follow-up activity (what, who, when). End with a plan for the next meeting (date, time, tentative agenda). For a series of meetings, set the dates well in advance so members can plan their calendars.

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Some Group Dynamics

Despite the best of intentions, group members sometimes find it difficult to stay on task. Some of the reasons are

Hidden Agendas -- A person may feel compelled to make some point that is not on the agenda. At any meeting, there may be a number of these hidden agenda items. There is no good way to deal with these. It is important that all members understand that hidden agendas are a problem, and there should be agreement that each member will take responsibility for keeping such items in check. However, there will be times when there is little choice other than to facilitate the rapid presentation of a point and indicate where the concern needs to be redirected.

A Need for Validation -- Even when a person is task-focused, s/he may seem to be making the same point over and over. This usually is an indication that s/he feels s/he is making an important point but no one seems to be accounting for it. To counter such disruptive repetition and related problems, it is helpful to use flipcharts or a writing board on which group member points are highlighted (hopefully with some form of organization to enhance coherence and facilitate summarizing). Accounting for what is said in this visible way helps members feel their contributions have been heard and validated. It also allows the facilitator to point to a matter as a visible reminder to a member that it has already been raised. When a matter is one that warrants discussion at a later time, it can be assigned to an "agenda bin" to be addressed at a subsequent meeting.

Members are at an Impasse -- Two major reasons groups get stuck are: (a) some new ideas are needed to "get out of a box" and (b) differences in perspective need to be aired and resolved. The former problem usually can be dealt with through brainstorming or by bringing in someone who has some new alternatives to offer. The latter problem involves conflicts that arise over process, content, and power relationships and is dealt with through problem solving and conflict management strategies (e.g., accommodation, negotiation, mediation).

Interpersonal Conflict -- Some people find it hard to like each other. Sometimes the dislike is so strong that they simply can't work closely together. If there is no mechanism to help them minimize their interpersonal conflict, the group needs to find a way to restructure its membership.

Two References

Rees, F. (1993). *25 Activities for Teams* San Diego CA: Pfeiffer & Co.

Brilhart, J.K. & Galanes, G.J. (1995). *Effective Group Discussion* (8th ed.). Madison, WI: WCB Brown & Benchmark.

Differences as a Problem

In pursuing school-community partnerships, staff must be sensitive to a variety of human, school, community, and institutional differences and learn strategies for dealing with them. With respect to working with youngsters and their parents, staff members encounter differences in

- sociocultural and economic background and current lifestyle
- primary language spoken
- skin color
- sex
- motivation for help

and much more.

Comparable differences are found in working with each other.

In addition, there are differences related to power, status, and orientation.

And, for many newcomers to a school, the culture of schools in general and that of a specific school and community may differ greatly from other settings where they have lived and worked.

For staff, existing differences may make it difficult to establish effective working relationships with youngsters and others who effect the youngster. For example, many schools do not have staff who can reach out to those whose primary language is Spanish, Korean, Tagalog, Vietnamese, Cambodian, Armenian, and so forth. And although workshops and presentations are offered in an effort to increase specific cultural awareness, what can be learned in this way is limited, especially when one is in a school of many cultures.

There also is a danger in prejudgments based on apparent cultural awareness. There are many reports of students who have been victimized by professionals who are so sensitized to cultural differences that they treat fourth generation Americans as if they had just migrated from their cultural homeland. Obviously, it is desirable to hire staff who have the needed language skills and cultural awareness and who do not rush to prejudge.

Given the realities of budgets and staff recruitment, however, schools and agencies cannot hire a separate specialist for all the major language, cultural, and skin color differences that exist in a school and community.

Nevertheless, the objectives of accounting for relevant differences while respecting individuality can be appreciated and addressed.

Differences as a Barrier

"You don't know what it's like to be poor."

"You're the wrong color to understand."

"You're being culturally insensitive."

"How can a woman understand a male student's problems?"

"Male therapists shouldn't work with girls who have been sexually abused."

"I never feel that young professionals can be trusted."

"Social workers (nurses/MDs/ psychologists/teachers) don't have the right training to help these kids."

"How can you expect to work effectively with school personnel when you understand so little about the culture of schools and are so negative toward them and the people who staff them?"

"If you haven't had alcohol or other drug problems, you can't help students with such problems."

"If you don't have teenagers at home, you can't really understand them."

"You don't like sports! How can you expect to relate to teenagers?"

You know, it's a tragedy in a way that Americans are brought up to think that they cannot feel for other people and other beings just because they are different.
Alice Walker

As part of a working relationship, differences can be complementary and helpful -- as when staff from different disciplines work with and learn from each other.

> Differences become a barrier to establishing effective working relationships when negative attitudes are allowed to prevail. Interpersonally, the result generally is conflict and poor communication.

For example, differences in status, skin color, power, orientation, and so forth can cause one or more persons to enter the situation with negative (including competitive) feelings. And such feelings often motivate conflict.

> Many individuals (students, staff) who have been treated unfairly, been discriminated against, been deprived of opportunity and status at school, on the job, and in society use whatever means they can to seek redress and sometimes to strike back. Such an individual may promote conflict in hopes of correcting power imbalances or at least to call attention to a problem.

Often, however, power differentials are so institutionalized that individual action has little impact.

> It is hard and frustrating to fight an institution.

It is much easier and immediately satisfying to fight with other individuals one sees as representing that institution.

> However, when this occurs where individuals are supposed to work together, those with negative feelings may act and say things in ways that produce significant barriers to establishing a working relationship. Often, the underlying message is "you don't understand." or worse yet "you probably don't want to understand." Or, even worse, "you are my enemy."

It is unfortunate when such barriers arise between students and those trying to help them; it is a travesty when such barriers interfere with the helpers working together effectively. Staff conflicts detract from accomplishing goals and contribute in a major way to "burn out."

Overcoming Barriers Related to Differences

When the problem is **only** one of poor skills, it is relatively easy to overcome. Most motivated professionals can be directly taught ways to improve communication and avoid or resolve conflicts that interfere with working relationships.

There are, however, no easy solutions to overcoming deeply embedded negative attitudes. Certainly, a first step is to understand that the nature of the problem is not differences per se but negative perceptions stemming from the politics and psychology of the situation.

It is these perceptions that lead to

(1) prejudgments that a person is bad because of an observed difference

and

(2) the view that there is little to be gained from working with that person.

Thus, minimally, the task of overcoming negative attitudes interfering with a particular working relationship is twofold.

To find ways

(1) to counter negative prejudgments (e.g., to establish the credibility of those who have been prejudged)

and

(2) to demonstrate there is something of value to be gained from working together.

Building Rapport and Connection

To be effective in working with another person (student, parent, staff), you need to build a positive relationship around the **tasks** at hand.

Necessary ingredients in building a working relationship are

* minimizing negative prejudgments about those with whom you will be working

* taking time to make connections

* identifying what will be gained from the collaboration in terms of mutually desired outcomes -- to clarify the value of working together

* enhancing expectations that the working relationship will be productive -- important here is establishing credibility with each other

* establishing a structure that provides support and guidance to aid task focus

* periodic reminders of the positive outcomes that have resulted from working together

With specific respect to **building relationships** and **effective communication**, three things you can do are:

* convey empathy and warmth (e.g., the ability to understand and appreciate what the individual is thinking and feeling and to transmit a sense of liking)

* convey genuine regard and respect (e.g., the ability to transmit real interest and to interact in a way that enables the individual to maintain a feeling of integrity and personal control)

* talk with, not at, others -- active listening and dialogue (e.g., being a good listener, not being judgmental, not prying, sharing your experiences as appropriate and needed)

Finally, watch out for ego-oriented behavior (yours and theirs) -- it tends to get in the way of accomplishing the task at hand.

Accounting for Cultural, Racial, and Other Significant Individual and Group Differences

All interventions to address barriers to learning and promote healthy development must consider significant individual and group differences.

In this respect, discussions of diversity and cultural competence offer some useful concerns to consider and explore. For example, the Family and Youth Services Bureau of the U.S. Department of Health and Human Services, in a 1994 document entitled *A Guide to Enhancing the Cultural Competence of Runaway and Homeless Youth Programs*, outlines some baseline assumptions which can be broadened to read as follows:

Those who work with youngsters and their families can better meet the needs of their target population by enhancing their competence with respect to the group and its intragroup differences.

Developing such competence is a dynamic, on-going process -- not a goal or outcome. That is, there is no single activity or event that will enhance such competence. In fact, use of a single activity reinforces a false sense of that the "problem is solved."

Diversity training is widely viewed as important, but is not effective in isolation. Programs should avoid the "quick fix" theory of providing training without follow-up or more concrete management and programmatic changes.

Hiring staff from the same background as the target population does not necessarily ensure the provision of appropriate services, especially if those staff are not in decision-making positions, *or* are not themselves appreciative of, or respectful to, group and intragroup differences.

Establishing a process for enhancing a program's competence with respect to group and intragroup differences is an opportunity for positive organizational and individual growth.

(cont.)

The Bureau document goes on to state that programs:

> are moving from the individually-focused "medical model" to a clearer understanding of the many external causes of our social problems ... why young people growing up in intergenerational poverty amidst decaying buildings and failing inner-city infrastructures are likely to respond in rage or despair. It is no longer surprising that lesbian and gay youth growing up in communities that do not acknowledge their existence might surrender to suicide in greater numbers than their peers. We are beginning to accept that social problems are indeed more often the problems of society than the individual.
>
> These changes, however, have not occurred without some resistance and backlash, nor are they universal. Racism, bigotry, sexism, religious discrimination, homophobia, and lack of sensitivity to the needs of special populations continue to affect the lives of each new generation. Powerful leaders and organizations throughout the country continue to promote the exclusion of people who are "different," resulting in the disabling by-products of hatred, fear, and unrealized potential.
>
> ... We will not move toward diversity until we promote inclusion ... Programs will not accomplish any of (their) central missions unless ... (their approach reflects) knowledge, sensitivity, and a willingness to learn.

In their discussion of "The Cultural Competence Model," Mason, Benjamin, and Lewis* outline five cultural competence values which they stress are more concerned with behavior than awareness and sensitivity and should be reflected in staff attitude and practice and the organization's policy and structure. In essence, these five values are

(1) *Valuing Diversity* -- which they suggest is a matter of framing cultural diversity as a strength in clients, line staff, administrative personnel, board membership, and volunteers.

(2) Conducting Cultural Self-Assessment -- to be aware of cultural blind spots and ways in which one's values and assumptions may differ from those held by clients.

(3) *Understanding the Dynamics of Difference* -- which they see as the ability to understand what happens when people of different cultural backgrounds interact.

(4) *Incorporating Cultural Knowledge* -- seen as an ongoing process.

(5) *Adapting to Diversity* -- described as modifying direct interventions and the way the organization is run to reflect the contextual realities of a given catchment area and the sociopolitical forces that may have shaped those who live in the area.

*In *Families and the Mental Health System for Children and Adolescence*, edited by C.A. Heflinger & C.T. Nixon (1996). CA: Sage Publications

One Other Observation

Finally, it is essential to remember that **individual differences** are the most fundamental determinant of whether a good relationship is established. This point was poignantly illustrated by the recent experience of the staff at one school.

> A Korean student who had been in the U.S.A. for several years and spoke comprehensible English came to the center seeking mental health help for a personal problem. The center's policy was to assign Korean students to Asian counselors whenever feasible. The student was so assigned, met with the counselor, but did not bring up his personal problem. This also happened at the second session, and then the student stopped coming.
>
> In a follow-up interview conducted by a nonAsian staff member, the student explained that the idea of telling his personal problems to another Asian was too embarrassing.
>
> Then, why had he come in the first place?
>
> Well, when he signed up, he did not understand he would be assigned to an Asian; indeed, he had expected to work with the "blue-eyed counselor" a friend had told him about.

A Few References Related to Working Relationships

J.K. Brilhart & G.J. Galanes (1995). *Effective Group Discussion* (8th ed.). Madison, WI: WCB Brown & Benchmark.

J.L. Epstein (1995). School/Family/Community Partnerships: Caring for the Children We Share. *Phi Delta Kappan, 76*, 701-713.

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Agencies and Online Resources Relevant to School-Community Partnerships

A Guide to Promising Practices in Educational Partnerships
http://ed.gov/pubs/PromPract/index.html/

Site is sponsored by the Office of Research and Educational Improvement (OREI) and compiled by the Southwest Regional Laboratory (SWRL) and the Institute for Educational Leadership (IEL). The guide includes examples of two types of practices: practices that support partnership building, and practices that represent partnership activities. Examples cover a range of topics such as: educational and community needs assessments; approaches to recruiting partners and volunteers; staff development for social service agency, school, and business personnel; student support services; activities involved in school-to-work transition programs, including job skills workshops, job shadowing, and internships; and community involvement, including parent education and "town hall" meetings.

Alliance for Parental Involvement in Education
http://www.croton.com/allpie/

This nonprofit organization assists and encourages parental involvement in education, wherever that education takes place: in public school, in private school, or at home. Offers a newsletter (Options in Learning), annual conferences and retreats, a book catalog, workshops, lending library and more. Also provides Links to Education Resources on the Web.

America Goes Back to School: Get Involved
http://inet.ed.gov/Family/agbts/riley.html

This government resource encourages parents, grandparents, community leaders, employers and employees, members of the arts community, religious leaders, and every caring adult to play a more active role in improving education. Site includes links to online forums, activity kits.

Annie E. Casey Foundation
http://www.aecf.org/

A private charitable organization dedicated to helping build better futures for disadvantaged children in the United States. Its primary mission is to foster public policies, human-service reforms, and community supports that more effectively meet the needs of today's vulnerable children and families. Makes grants that help states, cities, and neighborhoods fashion more innovative, cost-effective responses to these needs.

Building Coalitions
http://www.ag.ohio-state.edu/~ohioline/lines/kids.html

The Ohioline has a series of fact sheets about building coalitions and discussion papers for groups looking at establishing collaborative approaches.

Center for Educational Leadership at McGill University
http://www.cel.mcgill.ca

Provides information on educational resources, school improvement projects, inclusive schools, and cooperative, learning.

(CECP) Center for Effective Collaboration and Practice (of the American Institute for Research)
http://www.air-dc.org/cecp/cecp/

This Center's mission is to support and to promote a reoriented national preparedness to foster development and adjustment of children with or at risk of developing serious emotional disturbances (SED). To this end, the Center is dedicated to a policy of collaboration at federal, state, and local levels that contributes to and facilitates the production, exchange, and use of knowledge about effective practices. The Center identifies promising programs, promotes exchange of information, and facilitates collaboration among stakeholders and across service system disciplines.

Center for Community Partnerships
http://www.upenn.edu/ccp
This center has an online data base on school-college partnerships nationwide.

Center for the Advancement of Prevention
http://www.louisville.edu/edu/cayscd/
Dedicated to fostering development of healthy children by promoting strong family, school, and community systems.

Center for Community Partnerships
http://www.upenn.edu/ccp/
This center has an online database on school-college partnerships nationwide

Center on Families, Communities, Schools and Children's Learning
http://ericps.ed.uiuc.edu/readyweb/s4c/ctrfam.html
This Center's mission is to conduct research, evaluations, policy analyses, and dissemination to produce new and useful knowledge about how families, schools, and communities influence student motivation, learning, and development. Another goal is to improve the connections between and among these major social institutions.
Contact: Assessment Resource Office, Station 9, Eastern New Mexico University. Portales, New Mexico 88130. Ph: 505/562.4313. Fax: 505/562.4326

Center for Mental Health in Schools
http://smhp.psych.ucla.edu
This national center offers a wide-range of technical assistance, training, and resource materials relevant to school-community partnerships. It also circulates an electronic newsletter entitled ENEWS monthly (to subscribe, send an E-mail request to: listserv@listserv.ucla.edu -- leave the subject line blank, and in the body of the message type: subscribe mentalhealth-1).
Contact: by e-mail: smhp@ucla.edu Ph: (310) 825-3634 Write: Center for Mental Health in Schools, Department of Psychology, UCLA, Los Angeles, CA 90095-1563

Child and Family Policy Center
http://www.cfpciowa.org
This Center is a state-based, policy-research implementation organization. Its mission is to better link research with public policy on issues vital to children and families, thus strengthening families and providing full development opportunities for children.

Children First: The Website of the National PTA
http://www.pta.org/index.stm
The National PTA supports and speaks on behalf of children and youth in the schools, in the community, and before governmental bodies and other organizations that make decisions affecting children. It assists parents in developing the skills they need to raise and protect their children and encourages parent and public involvement in the public schools. Site provides info on annual conventions, periodical subscriptions, updates on legislative activity, links to other PTAs and children advocacy groups, as well as chats, bulletin boards, and more.

Collaboration Framework
http://www.cyfernet.org/nnco/framework.html
Prepared by the Cooperative Extension System's children, youth, and family information service. Discusses a framework model for developing community collaboration and outlines outcomes, process, and contextual factors for success.

Community Information Exchange
http://www.comminfoexch.org
A national non-profit organization which provides information that strengthens the capacity of individuals, community-based organizations and their partners to revitalize their communities. The Exchange serves as the knowledge base for the field of community-based development.

Communities In Schools
http://www.cisnet.org
Network for effective community partnerships. Site provides information on connecting needed community resources with schools to help young people successfully learn.

Connecting the Home, School, and Community
http://www.sedl.org:80/hscp/welcome.html
This page, developed and maintained by the Southwest Educational Development Laboratory, provides downloadable guidebooks for bringing educators, parents, and the community together to forge ongoing, comprehensive collaborations.

Early Childhood Programs that Encourage Family Involvement
http://www.ed.gov/offices/OERI/ECI/digests/98may.html
What is family involvement and how can families choose early childhood programs that encourage it? This issue of The Early Childhood Digest looks at these questions, and provides information on how to choose an early childhood program that encourages family involvement.

Electronic Schoolhouse
http://electronic-schoolhouse.org
Site offers a variety of resources for parents interested in getting more involved in their children's primary and junior education. Parents acting in partnership with their children's school helps improve their achievement, attendance, motivation and self-esteem. The site includes topics such as parent guide book, parents as partners, newsletter.

EZ/EC Community Toolbox
http://www.ezec.gov/
The Empowerment Zone and Enterprise Community program is a presidential initiative designed to afford communities opportunities for growth and revitalization.

Family and Youth Services Bureau (FYSB)
http://www.acf.dhhs.gov/programs/fysb
Focus on national leadership related to youth issues and for effective, comprehensive services for youth in at-risk situations and their families. A primary goal of FYSB programs is to provide positive alternatives for youth, ensure their safety, and maximize their potential to take advantage of available opportunities. Site includes information on teen run away, children's health insurance, policy and funding.

Family Involvement in Children's Education
http://www.ed.gov/pubs/FamInvolve
Features strategies that 20 local Title I programs use to overcome barriers to parent involvement, including family resource centers.

Family Resource Coalition of America
http://www.frca.org
Includes: news affecting families and communities; the latest family support legislation and policy alerts; finding family support programs; bulletin boards. Access to books and other resources; on-line membership sign-up.

Future of Children
http://www.futureofchildren.org/
This electronic access to the journal allows for downloading articles on various issues including research and policy issues related to children's well-being, education, parent involvement, etc..

HandsNet
http://www.handsnet.org/handsnet

A national, non-profit organization that promotes information sharing, cross-sector collaboration, and advocacy among individuals and organizations working on a broad range of public interest issues. Members include national clearinghouses and research centers, community-based service providers, foundations, government agencies, public policy advocates, legalservices programs, and grassroot coalitions. Site features online updates on a broad range of human services policy and legislation, including reports on pending legislation, expert analyses, and recommendations for action at the community level. Provides a weekly digest of downloadable articles, topical discussion forums, and an extensive set of links to other human service resources on the Internet.

Healthy People 2000
http://odphp.osophs.dhhs.gov/pubs/hp2000/default.htm

A national prevention initiative to improve the health of all Americans. A cooperative venture between government, voluntary and professional organizations, business and individuals. Charts the progress of this intiative and provides reviews, a publications list, and priority areas.

Higher Education Curricula for Integrated Services Providers
http://www.tr.wosc.osshe.edu/isp/i_serv.htm/

A project to assist selected colleges and universities to develop educational offerings that will cross-train their students in the various disciplines of medicine, education and social services so that upon completion they can affect integrated services at the local level. The National Commission on Leadership in Interprofessional Education was a co-developer.

Institute for Educational Leadership (IEL), Inc.
http://www.educ.msu.edu/epfp/iel/welcome.html

A nonprofit organization dedicated to collaborative problem-solving strategies in education and among education, human services, and other sectors. The Institute's programs focus on leadership development, cross-sector alliances, demographic analyses, business-education partnerships, school restructuring, and programs concerning at-risk youth.

Interprofessional Initiative
http://www.ssu.missouri.edu/muii

The Univ. of Missouri's Interprofessional Initiative is focused on a collaborative community environment. Site offers extensive list of links/resources on interprofessional education.

Invitation to Your Community: Building Community Partnerships for Learning
http://www.ed.gov/CommInvite/

Outlines the education agenda, the Goals 2000: Education America Act. Provides Questions that can help analyse what needs to be done to improve learning in schools and communities.

Join Together for Kids! How Communities Can Support Family Involvement in Education
http://www.ed.gov/PFIE/community.html

Strategies for communities to use to support schools and family involvement in education. Information on how to combat alcohol, drugs and violence; teach parent skills; set up mentor programs; enlist volunteers; offer summer learning programs; and support preschool programs.

Keeping Kids Reading and Writing
http://www.tiac.net/users/maryl/

Provides short articles on reading to children and motivating children to read; links to other sites with info about children's books and reading, such as on-line bookstores, and bestseller lists.

Increasing Involvement/Hispanic Parents
http://ericps.crc.uiuc.edu/npin.respar/texts/parschoo/hisppar.html

Provides information on the resource of Hispanic families and links to similar sites.

Increasing Parental Involvement: A Key to Student Achievement
http://www.mcrel.org/resources/noteworthy/danj.asp

Article gives easily understandable information on how to positively affect children's education.

Internet Resources for Parents and Those Who Work with Parents
http://npin.org/reswork.html

Site includes a large collection of links about parental involvement It in children's education. A starting point for searching about home and parent involvement.

Learn and Serve America
http://www.cns.gov/learn.html

A grant program that funds service-learning programs. Has two components: 1) School and Community-based programs for elementary through high school-based service-learning programs 2)Higher Education programs for post secondary school-based service-learning programs.

National Center for Schools and Communities
ncsn@mary.fordham.edu

This center at Fordham University in New York has a listserv called "Interprofessional Eduation and Training -- On Line" that offers regular information relevant to school-community partnerships. To subscribe send e-mail to HYPERLINK at the above e-mail address.

National Center for Services Integration (NCSI)
http://eric-web.tc.columbia.edu/families/TWC/ncsi.html/

The Clearinghouse, operated by the National Center on Children in Poverty at Columbia University, collects and disseminates information and materials on service integration issues and related topics. They have developed a computer directory of service integration programs, a separate directory of organizations, and an extensive research library collection that can provide information and support to community-based programs.

National Clearinghouse for Alcohol and Drug Information - NCADI http://www.health.org/

Site is the information service of the Center for Substance Abuse Prevention, the U.S. Department of Health and Human Services. Services include answers to common questions; distribution of free materials; searches from the alcohol and drug databases maintained at the NCADI. Site features publications, research findings, on-line forums, and more.

National Clearinghouse of Families and Youth (NCFY)
http://www.ncfy.org

A central source of information on youth and family policy and practice. Established by the Family and Youth Services Bureau; Administration on Children, Youth and Families; U.S. Department of Health and Human Service. Produces technical assistance publications on youth and family programming, manages an Information Line through which individuals and organizations can access information on youth and family issues, and sends materials for distribution at conferences and training events. Site contains information for professionals, policy makers, researchers, and media on new youth- and family-related materials and initiatives, grant announcements; publications can be downloaded.
Contact: Box 13505, Silver Spring, MD 20911-3505 Ph: (301) 608-8098 Fax: (301) 587-4352

National Education Association (NEA)
http://www.nea.org/

Committed to advancing the cause of public education; includes school-community partnerships; active at the local, state, and national level. Site has links to useful resources.

National Families in Action
http://www.emory.edu/nfia/index.html

Goal is to help parents prevent drug abuse in their families and communities. Includes up-to-date news, cultural/ethnic connections, drug information, a publications catalog, and resource links.

National Institute for Urban School Improvement
http://www.edc.org/urban

Designed to support inclusive urban communities school and families to develop sustainable successful urban schools. Site includes facilitated discussion forums; a searchable resource database; a calendar database of upcoming events; electronic newsletter; and links.

National Library of Education
http://www.ed.gov/NLE/

Site is the federal government's principal one for information and referrals on education. Its purpose is to ensure the improvement of educational achievement at all levels through the collection, preservation, and effective use of research. Includes interlibrary loan services, publications, bibliographies, and more.

National Parent Information Network (NPIN)
Http://www.npin.org

Provides information to parents and those who work with parents and fosters the exchange of parenting materials, numerous great links here including to Parents AskERIC.

National School-to-Work Learning and Information Center
http://www.stw.ed.gov/

Provides information for developing school-to-work systems; offers resource bulletins, grant information, avaiable research, and a chat room to share lessons learned. To subscribe to the listserv, send an e-mail to: maj rdomo@his.com. In the message body type: SUBSCRIBE stw_list

New Skills for New Schools
http://www.ed.gov/pubs/NewSkills

Offers a framework and examples for improving teacher training in family involvement.

Office of Educational Research and Improvement Centers and Laboratories
http://eric-web.tc.columbia.edu/families/TWC/nerdc.html/

This Office (OERI) of the U.S. Department of Education helps educators and policy makers solve pressing education problems in their schools through a network of 10 regional educational laboratories. Using the best available information and the experiences and expertise of professionals, the laboratories identify solutions, try new approaches, furnish research results and publications, and provide training. As part of their individual regional programs, all laboratories pay particular attention to the needs of at-risk students and small rural schools.

PAL / Federation of Families for Children's Mental Health
http://www.ffcmh.org/enghome.htm

The Parent Professional Advocacy League (PAL) is a statewide network of families, local family support groups, and professionals who advocate on behalf of children and adolescents with mental, emotional or behavioral special needs and their families to effect family empowerment and systems change. Current focuses and activities include the following: I) Medicaid managed care advocacy, 2) statewide anti-stigma and positive awareness campaign, and 3) special education defense.

Contact: 1021 Prince Street, Alexandria, VA 22314-2971 Ph: (703) 684-7710
Fax: (703) 836-1040 E-mail: ffcmhgcrosslink.net

Parents as Teachers (PAT) National Center
http://www.patnc.org/

Site describes the PAT program, a parent education program that supports parents as their children's first teachers; and presents an evaluation of the program

Parents, Families, and Teachers
http://www.parenttime.com

Provides multiple entry points for parents, including ways to help their children in school. Search the site for "roller coaster" and find practical advice for parents and teachers of young adolescents. "Turning from Critics to Allies", written by Charlene C. Giannetti and Margaret M. Sagarese, presents strategies for teachers in working with parents.

Partnerships for Change
http://mchneighborhood.ichp.edu/pfc

Goal is to improve service delivery to children with special health needs and their families. Site offers a list of publications, bibliographies of family authored and family/professional co-authored literature, and their semi-annual bulletin/newsletter on-line.

Partnership for Family Involvement in Education
http://pfie.ed.gov
Department of Education's online resource on creating school and home partnerships.

Pathways to School Improvement
http://ncrel.org/ncrel/sdrs/pathways.htm
Research-based information a variety of categories including: assessing, at-risk children and youth, goals and standards, governance/management, leadership, learning, literacy, mathematics, parent and family involvement, professional development, safe and drug-free schools, school-to-work transition, science, technology.

Policy Matters
http://www.policymatters.org
Site offers practical prevention ideas for healthier communities. The interactive software on this site allows users to generate detailed maps with self-selected statistical information.

Reaching All Families: Creating Family-Friendly Schools
http://www.ed.gov/pubs/ReachFam/
A government booklet which presents ideas on school outreach strategies.

Research and Training Center on Family Support and Children
http://www.rtc.pdx.edu
This Center offers research and training focused on family support issues (including an annual research conference), family and professional collaboration, and diverse cultural groups. Publications are available on a wide variety of topics, including family advocacy and support organizations, parent/professional partnerships, therapeutic case advocacy, respite care, and youth in transition. Center offers a 24 -hour information recording, a computerized data bank, a state-by-state resource file, an issue-oriented national bulletin *(Focal Point)*.
Contact: Portland State University, P.O. Box 751, Portland, OR 97207-0741
Ph: (503) 725-4040 Fax (503) 725-4180

Roundtable on Comprehensive Community Initiatives for Children & Families
Roundtable is part of the Aspen Institute. Comprehensive Community Initiatives (CCIs) are neighborhood-based efforts that seek improved outcomes for individuals and families, as well as improvements in neighborhood conditions, by working comprehensively across social, economic, and physical sectors. This forum enables those engaged in the field of CCIs --including foundation sponsors, directors, technical assistance providers, evaluators, and public officials -- to meet to discuss lessons learned across the country and to work on common problems.
Contact: 281 Park Ave. South, New York, NY 10010 Ph: (212) 677-5510
Fax: (212) 677-5650 E-mail Crystal h@aspenroundtable.org

School-Linked Comprehensive Services for Children and Families
http://eric-web.tc.columbia.edu/families/School_Linked/
This resource identifies a research and practice agenda on school-linked, comprehensive services for children and families created by a meeting of researchers/evaluators, service providers, family members and representatives from other Federal agencies. It summarizes the proceedings from a 1994 conference sponsored by the Office of Educational Research and Improvement (OREI) and the American Association of Educational Researchers (AERA).

Strong Families, Strong Schools: Building Community Partnerships for Learning
http://eric-web.tc.columbia.edu/families/strong
Summarizes research and offers tips to parents, schools, businesses, and community groups about how to connect families to the learning process.

Team Up for Kids! How Schools Can Support Family Involvement in Education
http://www.ed.gov/PFIE/schools.htm
Outlines strategies for schools to use to promote family involvement in education. Offers suggestions on how to: learn to communicate better; encourage parental participation in school improvement efforts; involvement parents in decision making; make parents feel welcome; and use technology to link parents to the classroom.

Technical Assistance Center for Professional Development Partnership Projects
http://aed.org/us/disable.htrml#four

Technical Assistance Center for Professional Development Partnership Projects at the Academy for Educational Development is committed to facilitating and supporting development of collaborative partnerships for the preparation of educators.
Contact: 1875 Connecticut Avenue, NW Ste 800, Washington, DC 20009-1202
Ph: (202) 884-8209 Fax (202) 884-8443 Email pdp@aed.org

Urban/Minority Families
http://www.eric-web.tc.columbia.edu/families/

Links to publications, digests, and parent guides relevant to parent, school, and community collaborations which support diverse learners in urban settings.

U.S. Department of Education's (ED) General Website
http://www.ed.gov

Provides useful and timely information about programs, policies, people, and practices that exist at the Department. A major entry point to the information not only at the U.S. Department of Education but also in much of the education community.

W. K. Kellogg Foundation: Rural Community Development Resources
http://www.unl.edu/kellogg

Contains high quality rural community development materials funded by the Kellogg Foundation and other selected sponsors of recognized rural programs. Guidebooks, manuals, workshop materials, reports, books, and videos are included.

Working Together
http://www.west.net/~bpbooks/

Site for working parents features the Working Together Question of the Week and the Working Together Forum. Several resources for parents are also described that deal with work and family issues experienced by many employed parents. Statistics on working families are also included.